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ABSTRACT

This congressional hearing evaluates at the grassroots level the administration and effectiveness of laws enacted by Congress to assist veterans in obtaining job training and employment. Particular emphasis is placed on the implementation of the Emergency Veterans' Job Training Act of 1983, Public Law 98-77. Testimony includes statements from a Representative in Congress and individuals representing the Disabled American Veterans; Miami Vet Center; Veterans' Employment and Training Service, Florida, U.S. Department of Labor; Veterans Administration Regional Office, St. Petersburg, Florida; Florida American Legion; Broward Employment and Training Administration; Vietnam Veterans of America; Ameriserv, Inc.; Florida Veterans of Foreign Wars of the United States; and Bureau of Placement, Division of Labor, Employment, and Training, Florida Department of Labor and Employment Security. (YLB)

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IMPLEMENTATION OF THE EMERGENCY VETERANS' JOB TRAINING ACT OF 1983

ED257958

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, TRAINING, AND EMPLOYMENT

OF THE

COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS
FIRST SESSION

FEBRUARY 14, 1985

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IMPLEMENTATION OF THE EMERGENCY VETERANS' JOB TRAINING ACT OF 1983

THURSDAY, FEBRUARY 14, 1985

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EDUCATION,
TRAINING AND EMPLOYMENT,
COMMITTEE ON VETERANS' AFFAIRS,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 a.m., in the central courtroom, U.S. Courthouse, 300 NE. First Avenue, Miami, FL, Hon. Lane Evans, presiding.

Present: Representatives Evans and Solomon.

Also present: Hon. Claude Pepper, a Representative in Congress from the State of Florida.

OPENING STATEMENT OF HON. LANE EVANS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. EVANS. The subcommittee will come to order.

We are pleased to be holding this hearing in Miami, which is represented by our distinguished colleagues, the Honorable Claude Pepper and the Honorable Dante Fascell. Our committee receives very strong support from all the members of the Florida delegation on veterans legislation.

The Subcommittee on Education, Training and Employment of the House Committee on Veterans' Affairs is meeting today in Miami to evaluate at the grassroots level the administration and effectiveness of laws enacted by Congress to assist veterans in obtaining job training and employment.

Particular emphasis today will be placed on the implementation of the Emergency Veterans' Job Training Act of 1983, Public Law 98-77.

Congressman Marvin Leath, who chaired this subcommittee in the 98th Congress and is now on a leave of absence to serve on the Budget Committee, introduced and the Congress later passed, Public Law 98-77 in response to the severe employment difficulties experienced by Vietnam era and Korean conflict veterans. The severe recession and fundamental structural changes in the American economy exacerbated preexisting employment problems and contributed to the highest unemployment rate ever recorded for these veterans.

While these veterans were serving their country, their non-veteran peers were pursuing their education and careers, giving them a head start on returning veterans. Later, as the recession deepened

and employers found it necessary to lay off workers, veterans who did not have the seniority of nonveterans were the first to go. As the economy improved, many veterans were able to reestablish themselves in the work force. Many others, however, are still unemployed, lacking the skills to find meaningful, permanent jobs.

The purpose of the program, established by Public Law 98-77, is to create new on-the-job training opportunities for Vietnam era and Korean conflict veterans by providing incentives for employers to hire and train those veterans for positions that involve significant training or retraining. Under this program, the U.S. Government will reimburse an employer 50 percent of the veteran's starting wage, up to $10,000 per veteran, to defray training costs.

This job training program is a good one; however, for it to be totally utilized and to assist as many veterans as possible, employers must be made aware of the opportunities available to them under Public Law 98-77 and encouraged to hire veterans under the Emergency Veterans' Job Training Act of 1983.

For example, as of January 7, 1984, over 265,000 veterans have received a certificate of eligibility for this program. At the same time, almost 38,000 employers have been approved, and with over 86,000 job slots as training opportunities for this program. Notwithstanding, there have been about 22,000 veterans who had actually filled job training slots. Here in Florida, the latest statistics show that 588 veterans have been placed in jobs under this program, while 3,585 job slots have been approved.

Legislation will be introduced in this Congress to expand and extend this program. The subcommittee, therefore, in addition to evaluating the administration of this program, will also be seeking any facts or conditions in the veteran community which may indicate the necessity or desirability of extending or expanding this program by the enactment of legislation.

Without objection, the hearing record will remain open for 2 weeks to receive additional statements and material for the record.

Before we proceed to our first witness, I want to introduce my fellow former marine and colleague, Congressman Jerry Solomon, the ranking Republican member of the subcommittee. I appreciate Jerry being with us today, and I have to say, even though you are a Republican, I am convinced that you are just as sincere and committed to making this an effective program, and we appreciate the nonpartisan nature of our committee and your work and the full committee's work that we have tried to carry out. Our veterans and their families are most fortunate to have your help in presiding over our activities as a subcommittee. I will turn it over to you in case you have any opening remarks.

STATEMENT OF HON. GERALD B.H. SOLOMON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. SOLOMON. Thank you, Lane, and let me say that although you are a Democrat, you were a good marine, let me say that. Lane served during the Vietnam war with the Marine Corps. I served during the Korean conflict.

But this bill was a bipartisan effort. Congressman Marvin Leath, who is a Democrat from Texas, was the original sponsor of the bill.

And as the ranking Republican on his subcommittee, I was the major Republican sponsor of the bill, also.

Lane, let me just say, as you have indicated, this meeting this morning is the latest in a series of oversight hearings that are focused primarily on the emergency veterans' job training program that we created back in 1983. Because the success of this program lies almost entirely in employer participation, we worked very hard to design a program that would be easy to administer with a minimum amount of paperwork. We thought this would be the best way to attract high business attention into the program.

It is disturbing to me to hear that many potential participants have come to view the minimal paperwork requirements as excessive. We are also disappointed in the slow start the program has experienced and in the very large number of approved job slots that remain unfilled as of today.

As Congressman Evans mentioned, legislation is being prepared to extend this program, and I intend to support this legislation very strongly. We are here today to receive suggestions as to how to improve the program from our witnesses, people who actually work with the program on a day-to-day basis, both in the private sector and in government.

For this program to succeed, I think for us to put our veterans back to work we must increase the employer participation and we have to greatly improve our ability to match veterans with job training. I really thank Lane for helping to put this program on here this morning. I think the information we receive will be invaluable to us as we proceed down the road to try to help those people that still are unemployed, veterans of the Vietnam war. I look forward to hearing the recommendations from those people who have come today. We thank you very much for participating.

Mr. EVANS. Let me say before we call our first witnesses that for all the witnesses we do have all of your written statements which will be made part of the hearing record, so we would appreciate it very much, if possible, for the sake of time, if you could summarize from your statements. That will give us an opportunity to follow up your statements with questions.

We are going to do this with a series of panels of witnesses. Our first panel will be Mr. William Graser, Assistant Director, VA regional office, St. Petersburg, FL; and Mr. William Bryant, Veterans Service Officer, St. Petersburg.

If you gentlemen would like to go right ahead, please do so.

STATEMENT OF WILLIAM GRASER, ASSISTANT DIRECTOR, VA REGIONAL OFFICE, ST. PETERSBURG, FL; ACCOMPANIED BY WILLIAM BRYANT, VETERANS SERVICE OFFICER

Mr. GRASER. Mr. Chairman, and members of the subcommittee, thank you for the privilege of presenting testimony to this distinguished subcommittee on the implementation and administration of the Emergency Veterans' Job Training Act here in the State of Florida.

Please enter my formal statement for the record.

In summation, let's examine the bottom line. Mr. Chairman, as of January 31, 1985, Florida had 614 veterans placed in active

training programs. We had approved 4,431 months of training. This is equal to about 768,000 hours of training and obligates to the employers approximately $2,282,385.

As far as employers' applications are concerned, we have received a total of 1,731, we have denied 47, we approved 1,658, and the total number of job slots approved was 3,609.

For veterans' applications to date, we have received 7,544 applications. We have counseled approximately 1,925 veterans. We approved 6,329 veteran applications. We had to deny 968 total applications. And we have had to issue 274 certificates of eligibility for reapplication.

Efforts expended for the administration of this program are listed in my report. Briefly, these include coordination with State and Federal agencies, training both VA employees and other agency personnel, public relations and mass media efforts for information dissemination of the program and counseling.

Mr. Chairman, the Emergency Veterans' Job Training Act is a winner. State governments, the Federal Government, and most important, the veteran and his family, all benefit from this program.

I am new to the State of Florida; I have been here 4 months. Prior to this assignment I was the Veterans Service Officer in Salt Lake City, UT, and was the watchdog for the program for that State. I would like to yield the floor to Mr. Bill Bryant, who is the Veterans Service Officer at the VA regional office in St. Petersburg, and he will be able to answer specific questions regarding policy, procedures and other ramifications of the program as it pertains to the State of Florida.

Thank you.

[The statement of William Graser appears at p. 51.]

Mr. EVANS. Mr. Bryant, do you have a statement to make at the beginning?

Mr. BRYANT. No, I do not, I will just entertain your questions, Mr. Chairman.

Mr. EVANS. All right. Well, in the statement you indicate that 3,609 job slots have been approved but only 614 veterans have been placed in jobs. Can you account for this disparity in those numbers?

Mr. BRYANT. I would like to begin by stating what the Veterans' Administration does once they complete and find the eligibility for a veteran. We then notify the local job service office in the area where that veteran resides that this veteran has been determined eligible. We also once we complete the approval of the job training site and then we notify the local job service office, as well as Tallahassee, that we have approved the site, and we make this information available to the State. Then we will go out and try to find the veteran and the employer and get them matched together for a successful marriage in this program. We do make this information available just as soon as we can determine the eligibility and the approval.

As far as the disparity is concerned, I might say this: When the program first started, we, of course, had on-the-job training programs already approved under our chapter 34 education programs. And the first thing we did, we sent the package for approval to all of these training sites, and a large number of these training sites

accepted the approval. Unfortunately, since that time we have not been able to place veterans under this program because it was to the veterans' advantage to use the chapter 34 program.

Mr. EVANS. Can you tell me what maybe the average delay is between the time that both a veteran and an employer seeking certification or approval, what timeframe that is, how long that takes here in your own experience?

Mr. BRYANT. OK. As long as we receive an application from the veteran and have the necessary documentation to determine that the veteran is eligible as far as his service is concerned and his unemployment history, we make that determination within 10 to 14 days. As far as the approval is concerned, if we have an acceptable application—that means all the information necessary is available—the approval is done within 10 days, unless the employer has a veteran that they are ready to hire at that time. Of course, the only way we are going to know that is for that to be flagged on the application for approval. If we find that the veteran is available to be hired and the employer is ready to hire him, then that is processed within 5 days.

Mr. EVANS. How long for the employer to be certified? You are talking about the veteran.

Mr. BRYANT. No, I am talking about the employer, the approval of sites.

Mr. EVANS. All right.

Mr. BRYANT. Once we get an acceptable application, 10 days routinely, if the veteran is available and ready to be hired, and we have that knowledge, it is expedited and done within 5 days.

Mr. EVANS. All right. Earlier in the program we noticed that several regional offices had received insufficient quantities of the veterans' and employer applications. Have you received sufficient materials?

Mr. BRYANT. No, sir; that has not been a problem in Florida. Had we run short of applications, we had the authority to reproduce them, so we would have done that.

Mr. EVANS. OK. What figures do you have for the participation rates of disabled veterans? Nationwide this rate has been very low. Have any special efforts been made in Florida to inform disabled veterans about the program?

Mr. BRYANT. As far as the disabled veteran is concerned, of course, we know the program authorizes 15 months of training rather than 9 months of training. Here in the State of Florida we have been able to place 112 disabled veterans in this program, of the 614 that we have in the program now.

Of course, I might say this. Any time a veteran applies for chapter 31 training through our Vocational Rehabilitation Office, if they don't qualify for chapter 31, they are referred to this program, if they can fall within that category.

Mr. EVANS. I understand that in your efforts to contact employers it included advertising in the "Help Wanted" sections of local newspapers. Has this been an effective way of trying to reach employers?

Mr. BRYANT. This was an interesting exercise. We did try this, and, of course, I had to make a special effort with my employees. We took them off of personal interviews to try this for a period of 1

week. And it was successful. During that week we averaged about two applications per day from the employers that we contacted.

We didn't really place the veterans that we wanted to place, because we were looking for veterans to send out to those sites immediately. We do feel like the effort was successful. But unfortunately, because of staffing and budget, I wasn't able to continue it. But I did want to try it so we could recommend it to the other organizations that were concerned in this veterans' program. I would say yes, sir, it was successful.

Mr. EVANS. Jerry?

Mr. SOLOMON. Just following up on Congressman Evans' questions, you said 112 disabled veterans were placed. Do you have any idea how many applied in that category?

Mr. BRYANT. No, sir; I do not. Of the total 6,329 veterans who were found eligible for the program, I don't know how many of those were disabled veterans because I got my statistics by determining how many 15-month awards versus 9-month awards.

Mr. SOLOMON. You should be able to check that without maybe too much difficulty and maybe get it back to us.

Mr. BRYANT. I would ask central office to look into it and give you figures, if you would like to have those, sir.

Mr. SOLOMON. Right.

You also mentioned advertising in the "Help Wanted." How about public service announcements from radio and television which might hit the veterans communications better? What kind of cooperation do you get with the news media as far as "freebies" from public service?

Mr. BRYANT. We get good cooperation from the news media throughout the State. Of course, you know, we are based in St. Petersburg and there we were able to have a regular monthly program with one of the local TV stations. And we do send out monthly announcements on the Emergency Job Training Act all over the State of Florida. We do get clippings throughout the State that they are using them. We do find, of course, that the dailies don't run them as much as our smaller newspapers. The smaller newspapers got to the point where they depend on our announcements because it is routinely sent out to them.

Any time we have a special interest such as a job fair or we are having a meeting in an area, we will blitz that area and we do get cooperation out of the media.

Mr. SOLOMON. In another area, I noted that you stated the highest number of employer violations occurred with respect to the maintenance of proper records. Has there been opposition to these requirements, or are they viewed as being too burdensome would you say?

Mr. BRYANT. I would say this, that we do have the responsibility of monitoring the approval criteria of all the training sites that we have. And in this program, fortunately we have a lot of small "mom and dad" operations that don't have the expertise, such as accountants and so forth, on the payroll to keep up with the type of bookkeeping that we sometime require. Under this program we know that it is very minimal records that we require them to have, but one of the least records we have to have is the progress records, and we do get continuous complaints and comments about these

records. But we do feel that they are necessary and they should be continued.

When we go out to a site, we don't go out there with the attitude to penalize someone. We go out there to assist them and teach them how to keep the records. Once they understand what we are asking for, and we show them how to do it, they are cooperative and feel that in the future they can do it. In fact, most of the discrepancies we find are corrected there on the spot, and we don't expect to find them in our next visit.

Mr. SOLOMON. So that most of the violations you find are just violations of error and certainly not intent.

Mr. BRYANT. No, it is not intentional.

Mr. SOLOMON. Well, I am sure glad to hear the attitude because, as a businessman myself, sometimes business people hesitate to get involved if somebody is going to be coming around there with a hammer over their head. Really, we are there to help them and not to just peek over their shoulder. So I think that is a very good attitude. And I think if that got across to the business people they would probably participate more. So that is very good.

This is the last. I have some other questions that we can submit to you in writing, perhaps. As a last question, do you have any specific suggestion for program improvements if this program is extended? And we do intend to extend it, but in order to get it passed and get the extension signed into law, we have to go do a selling job, too. And if you have any specific recommendations, we would certainly like to hear from you, either today or in writing in the future.

Can you think of anything in particular that we could do to improve the program as far as legislation is concerned?

Mr. BRYANT. Mr. Congressman, I would like to, of course, have the official answer come from Washington on that question. Since you are in Florida and I am a Floridian, I don't know any better than to give you my opinion. I would like to say that I would like to see the program extended, at least to the point to where the funds allocated for the program are utilized. Also, I think that the eligibility criteria is a little lengthy, 15 weeks out of the last 20.

Mr. SOLOMON. That is all I have. Thank you very much.

Mr. EVANS. Thank you, Jerry. Thank you gentlemen, we appreciate it.

Mr. GRASER. Thank you.

Mr. BRYANT. Thank you, sir.

Mr. EVANS. The next panel will be representatives from the U.S. Department of Labor including Mr. Robert Clark, State director for veterans' employment; Mr. Edward Finley, assistant State director southern area, Perrine, FL; and Mr. Stanley Seidel, assistant State director, Tallahassee, FL.

If you gentlemen would like to be seated.

Excuse me. If we could interrupt for just a second, Congressman Claude Pepper has just joined us. Senator, if you would like to address the committee or to come forward, we would certainly welcome any statements that you would like to make.

Mr. PEPPER. Mr. Chairman, I am sorry to be a little tardy. I had some other engagements, but I wanted to come and welcome you and your subcommittee to be here today on a very important

matter. I don't know of anything more important than doing everything we can for the veterans of our country. I am sure that you and I don't share the disposition of those who want to cut their benefits. We want to make things better for them rather than worse. And I commend you that you are examining the effectiveness and the enforcement of the 1984 law in respect to job employment, the job training program. Because we owe it to these men who offered their lives for their country to be trained so as to be able to serve their country in peace as they served it in war.

I think one of the landmark pieces of legislation ever adopted was the GI bill. I have heard it said, as I am sure you have, in Congress and in many other places many times, and I have never heard it refuted, that the increased income that the veterans of this country who got the benefit of the GI bill paid to the Federal Government exceeded the cost of the program, not to speak of how much better citizens and greater contributors to their country those men were who got the benefit of that training.

So money spent in helping people to learn trades or do better what they seek to do is an investment, not an expenditure, of a kind which is always very generous according to the experience of our past. I don't know how this program is working that we adopted in 1984, but I know it is exceedingly important to the veterans, and I hope you will hear today a good report as to how the program is working. If there is more that we can do in Congress to make it more effective, I know you will take the lead in arranging for us to do so by appropriate action in the Congress. If it is doing a good job, you will commend those who are engaged in the performance of the law that makes the program possible.

So I want to commend you and thank you on behalf of our people here because you are meeting in my district, of which I am very proud, the 18th District. On behalf of that district, I want to welcome you here. Thank you for coming.

Mr. EVANS. We thank you very much. I certainly know of your record and your help in formulating so many of the past programs of the Veterans' Administration. It is also a pleasure to be in your district because you were once in mine on a cold day, and we certainly like reciprocating when we can, particularly when it is in Florida during the winter.

Jerry, do you have anything?

Mr. SOLOMON. I would just like to reiterate your words, Mr. Chairman, and to go on to say Claude Pepper has been a great friend of the veterans, and certainly of the older veterans. I am particularly fond of him because I am a native Floridian myself, and when I left Florida to move to New York many, many years ago, Claude Pepper was the U.S. Senator from Florida. That has been quite a while.

Mr. EVANS. All right. Gentlemen, if you would like to proceed with your statements, summarizing them if you will.

STATEMENT OF ROBERT I. CLARK, STATE DIRECTOR FOR VETERANS' EMPLOYMENT AND TRAINING SERVICE, FLORIDA, U.S. DEPARTMENT OF LABOR, ACCOMPANIED BY EDWARD J. FINLEY AND STANLEY A. SEIDEL, ASSISTANT STATE DIRECTORS FOR VETERANS' EMPLOYMENT AND TRAINING SERVICE, FLORIDA

Mr. CLARK. Mr. Chairman, and members of the subcommittee, I appreciate the opportunity to appear before this committee regarding the Emergency Veterans' Job Training Act of 1983 and its implementation in the State of Florida. As State director for veterans' employment and training service, Florida, I would like to express my professional opinion that the EVJTA Program was, and is, a positive piece of legislation which addresses the problem of severe unemployment among Vietnam era and Korean conflict veterans.

After reviewing the documentation to testify about the implementation of the EVJTA Program in Florida, I have noticed positive effects besides job matching under EVJTA. Florida has placed 979 veterans as of February 1, 1985, and has attained 66 percent of its goal. Florida intends to meet or exceed its assigned goal of 1,476 job matches before September 1, 1985.

The outreach and publicity for the EVJTA Program was continuous by the job service, the Veterans' Administration and the veterans' employment and training service. The job service generated local publicity, both in print and on their local television stations. The job service contacted a minimum of 3,500 employers and made 75 presentations to veteran, civic, and business organizations.

A major concern repeatedly voiced by the Job Service, employers and other organizations is the requirement that the Vietnam era or Korean conflict veterans be unemployed 15 out of the past 20 weeks. Florida's relatively low unemployment, compared to other parts of the Nation, has made that requirement perceived as very negative by some employers.

Recognizing that the program is more attractive to small employers, the delay in processing paperwork has created many job slots with no hires. Employers want to hire now, not in 2 weeks.

Based upon the information I have received and documented, and upon years of experience with job training programs, my recommendations are that the EVJTA Program be extended another 2 years. The program has begun to be accepted by employers and veterans, and it will become very effective given time. The termination rate of those who quit or were fired indicates that the program is needed, and with some modification it will have a very positive effect on those who need it the most.

I would recommend that the approval of employers be done at the local level. The success of the Job Training Partnership Act is an example that when employers are given assurances by local personnel there is going to be a successful program.

Furthermore, a method should be devised to streamline the current process, because many small employers cannot wait 3 or 4 weeks to be assured of payments.

Lastly, it should be noted that there are many veterans who are eligible for this program, but an on-the-job training program is not the total answer to their problems. The unsuccessful termination

ratio verifies that we must be able to provide more intensive counseling, assessment, supportive services and follow-up.

I believe that programs currently avaialble under JTPA, title IV, part C, would be the missing ingredient. People who have been unemployed for a sustained period of time often accept any form of employment to alleviate that situation. Therefore, we must help them make the best decision possible. If additional funding could be provided to JTPA, title IV, part C, I believe this could be a more complete program which will respond to most of the veteran's needs.

Mr. Chairman, I have submitted written testimony and if I can be of any further assistance, please let me know. I have with me today Stan Seidel. If questions are to be directed on the statistical data, please call on Mr. Seidel and on general information, I would appreciate them either to me or Mr. Finley.

Thank you, sir.

[The statement of Mr. [illegible] appears at p. 53.]

Mr. EVANS. I assume [illegible] either of the other two witnesses have opening statements [illegible] yes.

I am interested in your suggestion that employer approvals be done at the local level. Can you tell us how this works under JTPA? In your view, would this work efficiently for the Emergency Program?

Mr. FINLEY. Under the Job Training Partnership Act, title IV, part C, we have a very successful program here in Florida. All the money allocated for the initial year, it was a minimal amount of money, $250,000, which was matched by an additional $250,000 for half a million dollars, is being administered by the Broward Employment & Training Administration. And they will have a witness appearing here to testify a little later this morning.

But with this program all of the approvals, of the intake, the administration of the program is handled at the local level, which means basically that if a veteran appears within their intake center, that the same day, if possible, if the man has the necessary documentation, the man may be approved within 1 day. Probably no longer than 2 or 3 days, based upon a DD 214. In this specific case they need a proof of Broward County citizenship.

Then it is simply a matter of trying to match that person up with one of the local office approved programs. Again, the local organization is the one that is responsible for attracting the attention of the local private industry or public service organizations supplying the jobs and approving the job training programs. So they have control at every level of the part C program. They can without too much effort make the approval of the veteran, the approval of the program, and get the match within let's say a week minimum.

Now I have responsibility for monitoring this particular program, so I am familiar with it. And as they, I am sure will tell you, they have been more than successful. They have somewhere, in the first three quarters production, have reached I think it is somewhere around 170 percent, of their efforts, and the main reason is that they have absolute control. When they talk to a veteran, they can assure a veteran how long it is going to take. They can look at the documents right there and make a determination as to whether or not he is going to be eligible.

They can tell an employer exactly how the program is going to work, and they can assure an employer that he is going to get his money on time. Therefore, they have been highly successful, and we think that if some of these features could be applied to the emergency veterans' job training program it would be more successful than it is. Right now in the local office the veterans staff, when they have the veteran come in and talk to them, they will do the paperwork for them and make sure they have the documentation. But there is no way they can assure this veteran that his paperwork will be approved and returned within any specific period of time.

Also, when they are discussing a potential program with an employer they can make general statements, but they cannot guarantee that the program will be approved, they cannot guarantee how long it will take, and they certainly cannot guarantee how long the payments will be in arrears. They just have no control over it. Therefore, the experience that the veterans staff has had at the local job service office is that they are in the position of a salesman who thinks he has a product to sell, but once he puts the order in he doesn't know when that order will be filled and he has no way of determining how long it will take for this to be done. Therefore, he loses the attention of the veteran, because the veteran comes back in within 1 week or 2 weeks, there is no action; he says, "I need a job. I need it now, please do something for me." So the veterans staff will turn to targeted job tax credit, they will turn to JTPA, they will turn to anything they have available to find the man a job.

So we strongly recommend that the program be revised. We understand that it will take legislative action to do so, to give the local office people control over the programs.

Mr. EVANS. My understanding is that the local private industry council has a program and certifies the local employers, so this might in a sense help more of the local employment structure plugging people right in directly to the programs that are already existing. Could you tell us a little bit more about how that works?

Mr. FINLEY. We have very good experience here, also, with the interplay between the programs because of the cooperation of the organization that is handling it, BETA. They are very cooperative with the job service.

We have in Broward County a rather unique arrangement between the job service and the local private industry council administration. They are colocated. They have three job service offices in Broward County. They are colocated in each office with the BETA organization, so when they are dealing with either the title IV-C program or with the Emergency Veterans' Job Training Program there is an interplay of action between the two agencies. And we find that it is profitable to both agencies because when a veteran appears and he is not eligible for the one program, the first thing they do is refer him to the other program. So it has been a complete cooperative arrangement and it has been successful. But it has been successful more for BETA because they do have the control at the local level.

Mr. EVANS. In your testimony you alluded to problems caused by the requirement that veterans be unemployed 15 out of the past 20 weeks. Could you comment on this issue in more detail?

Mr. SEIDEL. Basically, I have worked on a local office level, and when you are dealing with veterans who are coming in they have been unemployed at this point in time anywhere between 3 and 4 months. In Florida, we are in a very unique position—I wouldn't say unique but fortunate—that our unemployment has been relatively low compared to the rest of the Nation. Therefore, we recognize a lot of employers will hire veterans right then and there without the EVJTA programs.

For a local job service person to say, "Well, we want you to wait 3 weeks, 4 weeks, to get your certificate of eligibility," well, it is all well and good, but if we don't help him then, he is going to walk out and probably either leave the area or find a job right then and there, at a "Help Wanted" sign. So a lot of times job service has placed a veteran, right, and has not done anything with the Emergency Veterans' Job Training Act, not because they didn't want to, but because of the time problem.

A person that has been unemployed that long is in a high state of anxiety, and they want to alleviate that anxiety. And basically we are hoping to catch them prior to that state. Maybe we can go to 5 weeks, and therefore they can make a better selection on this Emergency Veterans' Job Training Act.

We have also alluded to the fact that OJT [on-the-job training] is not the only answer. There are other problems causing barriers to employment. We have supplied two programs, an outline, how they want to address this problem. You can place a veteran in an on-the-job training program. If you have not addressed his poor self-image, if you have not addressed emotional problems, that veteran is not going to last on the job.

Mr. EVANS. I know you alluded to the counseling services for veterans. Can you tell us about any aptitude testing that you carry out? And to follow up on what you just said, do you work directly with the vet center? I know that one of the vet center representatives will be testifying, and I haven't looked over their testimony, but in terms of helping those veterans with maybe peer counseling, do you work hand in hand with those kinds of services?

Mr. SEIDEL. If there is a vet center near a job services office, yes, they work hand in hand. However, there are not that many vet centers throughout the State of Florida to encompass other areas of the State, and that is what we are referring to.

A vet can walk into a job service, they can give them an aptitude test, GATP, or they can send them to a vocational-technical school and get a choices test. However, that is not always the indication of a true assessment. There are other factors involved. And other programs, such as BETA, such as the PIC in Escambia County, are working with the Southeastern Rehabilitation Service Center who have lots of experience in doing a primary assessment. Counselors in job service are basically employment oriented. The counselors are not going to get at the emotional problem that a veteran may have or the barrier to employment that he faces. We have seen that. I have placed many veterans in jobs and I have seen them not

last on those jobs because they are not ready to go to work at that point in time.

Mr. EVANS. All right. Thank you.

Jerry?

Mr. SOLOMON. Mr. Chairman, excuse me, I may have missed some of the testimony reading these charts here submitted by Mr. Clark.

What kind of staffing problems would be posed to your department—I think Mr. Finley alluded to it—by having all employer certification done at the local level as you suggest? Is there a need for more people, then, to deal with it?

Mr. CLARK. I will let Mr. Finley handle that because Mr. Finley is in a highly populated veteran area, from West Palm Beach down to Key West. His background, also, was chief, Bureau of State Approving for Veterans Training.

Mr. FINLEY. No; I don't think it would take any additional personnel. Of course we would all like to have additional personnel, but we know that is impossible to start with. So to make a recommendation that would require additional personnel would be a waste of time.

The way we see it, it would be possible within a job service office for the veterans staff to do the initial interviewing, the intake, collect the necessary documents to prove that the individual is a valid veteran covered by the program, and then in a similar fashion to the targeted job tax credit approval, which is done at the local office, the veterans staff would be simply able to provide all the necessary documentations to the local office manager for him to sign off on an approval.

The only problem I see we would have would be on a disabled veteran making a claim, and we would then have to have that veteran submit to the Veterans' Administration for a statement that he has a compensable disability. But no, I don't see any additional people being requested.

Mr. SOLOMON. You could live with it?

Mr. FINLEY. Yes, sir.

Mr. SOLOMON. Would the same thing be true on the counseling support that Mr. Seidel was talking about? In other words, do you have enough staff to provide the kind of counseling that you were talking about that might be necessary, so that they could be ready when they were placed in a particular job?

Mr. SEIDEL. I would say not at this time. However, if moneys were available to some of the title IV JTPA programs, some of the PIC's and some of the rehabilitation centers throughout the State would be able to perform that function.

Mr. SOLOMON. What is the largest drawback to increased employer participation as you see it? Is there a major drawback? In other words, how can we attract the industry into the programs?

Mr. SEIDEL. Basically, if you are looking to get employer participation, walking into an employer and saying, "I have a great program for you; what I am going to do is I am going to write out the program for you, we are going to send it off to the VA in the regional office, they are going to send back an approval." Now, that is about a 3-week time period between the mailing and processing.

Then all of a sudden I say, "Well, once you have done that, however, then we are going to send your form off to Houston, and that is going to take another 2 to 3 weeks." That creates a problem. It automatically says to an employer that there is a duplication of effort.

What I would hope, if nothing else, is that we could either have direct approval from the VA regional office or go directly to Houston, not both. I think that would facilitate the program quite readily.

If, like we said, we had local control and said, "Yes, Mr. Employer, this veteran is eligible for the program and we approve your program, within 2 weeks we will have the approval." the employer is going to be much more interested than having to wait 6 weeks before he even knows if he is approved.

Mr. SOLOMON. You mention on the dropout, Mr. Seidel, before. What are the primary reasons for a veteran dropping out of a program? Is it because of an emotional state, or is it because he didn't like that particular work when he got into it? I am looking at your charts here. Is there a major reason, or is there a series of reasons why they don't complete their training program?

Mr. SEIDEL. Again, anything I say is going to be basically opinionated.

Mr. SOLOMON. Yes, that is all I am looking for.

Mr. SEIDEL. I think you are finding that veterans come in, they have been unemployed for the past 20 weeks, they want to go to work, and we say we have this Emergency Veterans' Job Training Act, they say fine, I want to do this. Because it is open and therefore it is going to create employment opportunities.

I have talked to a lot of employers who have said that veterans have left for better jobs. Therefore, what I am saying to you is they are not at their best level of planning in regards to an employment opportunity, or career opportunity, quote-unquote. Some veterans do have barriers that they need to face. They are not used to that 9 to 5 or 8 to 5 regimentation. And once we place them in jobs, they need supportive services, followup-type services. So I think that is part of the reason why you are going to have an abnormal--I won't say abnormal, but higher turnover ratio in this program.

Also, one thing I should point out. I did go over some of the wages to support why we should let this program continue? And now I am talking as a Vietnam veteran, also. I have seen the job service improve drastically in their participation in this program in reference to employer rates of pay. When this program first started out there were a lot of programs that were paying $3, $3.35, $3.50 an hour. I did a little rundown of the last one received, from February, and it is up to $5.64 an hour. And when you are dealing with people who are in their thirties and forties and fifties that wage makes a big difference.

So therefore we placed a lot of veterans in $4, $4.25 an hour jobs. All of a sudden they can go on a construction site and get paid $6 an hour; well, they are going to quit that job and go to the construction site because of a monetary reimbursement.

So I think you are seeing what is happening is as the Job Service personnel got used to this program, they have become more and more aware of how to go out and market it. It would really be

shame if we had to cut this program off as we are starting to develop expertise.

Mr. SOLOMON. Just as a last followup question to that, I know that we monitor those veterans who are taking part in the program, participating. What happens to those people who drop out of the program? How do we know that some go on and find a much better job than they would have had if they had finished the program? How do we know that, and do we have any followup for those who may have dropped out for other reasons, let's say emotional? Do we have any way of trying to get them back into another program? Is that possible?

Mr. SEIDEL. At this point in time there is no specific system set up for that, so I can't say yes or no to you.

Mr. SOLOMON. So if a fellow is being trained in a particular area which was unsuitable to him and he dropped out, but he may be suitable to many of these other categories that you have listed here, we don't really have a followup at the present time to try and bring him back in and put him into something where he could become——

Mr. SEIDEL. If he came back into the job service office at that point in time, we would be contacting the VA to see if we could get him back in the program. They would have to make a determination, through the adjudication division, whether that veteran left on his own. I don't know what their specific criteria is, so I can't speak for them. But all I know is we would contact the VA and let them make the determination.

Mr. SOLOMON. I believe that is something we ought to look into. Thanks.

Mr. EVANS. Thank you all. We appreciate your testimony here today.

Our next panel represents the State of Florida. I understand that not all of these witnesses may be here, but let me call them anyway.

Mr. Ernest Urassa, Mr. Daryl Rutz, Mr. Al Taylor, Mr. John Kelly, Mr. Josephus Lane, and Mr. Chris Cutler. If any of those folks are here, we would appreciate if they would come forward.

Mr. Urassa, if you would like to proceed.

STATEMENT OF ERNEST S. URASSA, CHIEF, BUREAU OF PLACEMENT, DIVISION OF LABOR, EMPLOYMENT AND TRAINING, FLORIDA DEPARTMENT OF LABOR AND EMPLOYMENT SECURITY, ACCOMPANIED BY DARYL RUTZ, REGIONAL MANAGER, DIVISION OF LABOR EMPLOYMENT AND SECURITY TRAINING; AL TAYLOR, LOCAL VETERANS EMPLOYMENT REPRESENTATIVE; JOHN KELLY, LOCAL VETERANS EMPLOYMENT REPRESENTATIVE; JOSEPHUS LANE, DISABLED VETERANS OUTREACH SPECIALIST; CHRIS CUTLER, DISABLED VETERANS OUTREACH SPECIALIST

Mr. URASSA. Yes, Mr. Chairman.

Mr. Chairman, there has been a definite commitment of the Job Service of Florida to make the Emergency Veterans job training Act a success. All job service personnel agree, from top management at the State level to the local office DVOP, that the EVJTA

is an excellent program, providing needed assistance to a most deserving group of veterans and it deserves the support of everyone.

Florida's assigned goal of EVJTA placements is 1,476. As of the close of business on January 31, 1985, we had placed 979 veterans, or 66 percent of our goal. All local job service offices have been urged to exert extra effort to reach the goal. I feel sure that in the closing months of the program, Florida will be very close to its goal. This statement is made, Mr. Chairman, not to placate this committee, but it is based on past production in the field and an honest forecast of future production.

Compared to other States, Florida is in a unique position with regard to jobs, unemployment and types of industries. For example, the three most important industries in our State are tourism, agriculture, and construction.

Even though tourism and agriculture provide thousands of jobs, they are not the type of employment that most of our Korean or Vietnam veterans are interested in. Remember the Korean veteran is now in his fifties, and the Vietnam veteran is now in his upper thirties and forties.

Construction, which includes a variety of jobs, is a field that lends itself well to veteran employment. The jobs require trained, skilled people. Many highly skilled workers in this field leave their northern homes where construction is curtailed or completely stopped in the winter to come to Florida and find work. These people compete with the EVJTA veteran for jobs. Unless an employer has really been sold on the program and sees it to his advantage to hire an EVJTA veteran, he may opt for experience. The chances are good; however, the qualified person who gets the job may well be a Korean or Vietnam veteran himself.

There are some barriers, if you will, maybe something which I will call antiforces, that exist outside of the government. Inside government, there are also competing forces with the program. There are two programs available, an on-the-job training contract through JTPA and the TJTC program. Both of these programs are viewed by the private sector as easier to deal with and less complex than the EVJTA Program.

The fact that a veteran must be unemployed for 15 of the last 20 weeks works a hardship. A veteran who may have taken a very menial job just to keep body and soul together is precluded from becoming a certified EVJTA applicant. By the same token, some employers are not particularly interested in an applicant who has been unemployed for 4 or 5 months. Whether this attitude is right or wrong is not important here, the fact is that it does exist in some instances.

To some extent this program also has been penalized from the very beginning by what I would like to call a false start. After training, the LVER's and DVOP's went into the field signing up employers and veterans. However, rumors were circulating that the VA was rejecting employer certifications due to lack of funding. The LVER's and DVOP's were not advised that funding was available until December 1933. A paperwork bottleneck also contributed to a slowdown. Employers, who are always interested in the "now," hired veterans through other sources than the EVJTA Program at that time.

There is one more competitor on the government side. The Job Service of Florida is charged with the responsibility of meeting, or if possible, exceeding the minimum veteran services performance standards as negotiated with the U.S. Department of Labor. The State director, veterans employment and training service monitors the job service offices to ensure that these standards are being met. These performance standards, by direction of USDOL, are to receive top priority. The amount of time required to develop an EVJTA slot and place a qualified veteran has a tendency to cause the performance standards to suffer. While every effort has been made and will continue to be made in placing veterans in the EVJTA Program, it is also necessary that our efforts be directed to maintaining these high priority veteran performance standards.

While these conditions I have listed in and of themselves would not scuttle the program, time and effort had to be expended to overcome employer objections. Unfortunately, in the eyes of many employers, many Government programs are considered suspect until proven otherwise.

Actually, Florida has been maintaining a steady pace in EVJTA placements. In the past 14 months, December 1983 through January 1985, we have maintained an average of 70 placements per month. If we continue at this level, we will meet our goal of 1,476 placements by September 1985. As of January 28, 1985, we have 1,554 approved employers representing 3,570 slots. There are 6,171 veterans certified eligible for the EVJTA.

That is why my forecast for the remaining months of the program is optimistic. With the continued effort at the local level, I feel, Mr. Chairman, that Florida will be among the leaders in meeting the requirements of this program.

Thank you.

[The statement of Mr. Urassa appears at p. 66.]

Mr. EVANS. All right, Mr. Urassa, thank you. Does any of your accompanying personnel have any statements to make, opening statements?

Mr. URASSA. No prepared statements.

Mr. EVANS. All right. We thank you for your testimony.

Would reducing the unemployment period to, say, 5 weeks, in your opinion, result in a sharp increase in veterans being placed under this program? Would that be helpful, or what could you recommend? What minimum amount of weeks would you recommend if not 5?

Mr. RUTZ. Mr. Chairman, it might be a good idea—we have some witnesses at the table; they are the ones who are out in the field talking with employers and really getting down to the nitty-gritty. Maybe they can give a good feeling on what they think.

Mr. EVANS. All right.

Mr. KELLY. The 5 weeks would probably be more acceptable to the veteran, and the employer. We have eliminated a lot of qualified veterans because of not having been unemployed for 15 of the last 20 weeks. A lot of people who probably could have benefited greatly from the training have not been allowed to participate because of that ruling. So if they did reduce it down to 5 weeks, 6 weeks, whatever, it would be more helpful. More people would be able to participate that could be helped by the program.

As Stan said earlier, there are a lot of people who do come in after being unemployed for 15 of the last 20 and will take anything. They might get into something that they totally know nothing about, or just grab it. After 2 or 3 or 4 weeks, or months, they are totally disillusioned with it or they don't like the program, and they drop out. Then a lot of them will never come back.

Also, when they alluded to the beginning of the program, that was a drawback because a lot of veterans heard about it early. They heard about in it September. They heard about it the beginning of October. They ran out and made out applications and sent them to the VA. The State was trained in that area, up in St. Petersburg, in October. The State vet reps went out and started to solicit employers to match up the applicants. What happened was the delay in funding did discourage an awful lot of the employers, and an awful lot of the veterans who waited a month or two and said, 'Oh, it is another program that is not going to work, so I am not coming back.' So we lost initially a great deal of people.

Mr. EVANS. We know. We held hearings about the infamous outline box on the employer's application saying that funding may or may not be available, something to that effect. And as you say, I think that did contribute to the false start in the program. It was more than a rumor; it was actually the wording on the application form.

So we held a hearing. I remember Jerry and I participated in that hearing. That has helped considerably. But I guess almost all Government programs are held suspect until they have been proven effective.

Now that this program has been in place for more than a year do employers still view the program with suspicion? And if so, why? And what can be done to make this program more attractive, maybe even comparable to the JTPA Program and the targeted jobs training credit program?

Mr. KELLY. Well, I think the larger companies, because of my dealings in their personnel associations, et cetera, they are very pleased with this program nationwide. Now, in certain areas it probably hasn't worked for them well. But the smaller employers are very suspect about the reimbursement time. That seems to be the biggest problem. Especially the little, as they alluded to before, "mom and pop" organizations; they want to be paid right away.

And a lot of them—I know this has been an experience, not in too many cases, but in a handful of cases—some of the employers have held back the payment to the veteran before he gets paid. A lot of times the veterans won't say anything and wait until the time goes by to where he is totally discouraged and says, "Well, I haven't really been paid regularly." And you say, "Why not?" He says, "Well, the employer waited until he got reimbursed and then he gave me my money." This is something that is handled on an individual case.

The paperwork, really, is not that negative a portion of this program because a lot of the paperwork, when the job service is involved, is completed for the employer. We do the OJT outlines for them in conjunction with their people that are trained. We do the initial contact. We send the forms up. Basically all they have to do is make out the intent to employ form and the quarterly or month-

ly pay statement to Houston. So I don't really think the paperwork is that much of a problem with the employers initially.

The followup possibly of putting in the information for the pay for monthly or quarterly reimbursement might be a bit of a delay, for the employer but that is all. Because the paperwork, when the job service handles it originally is no problem—that is why I think it would be an excellent idea if the job service could certify an employer locally. Because really the certification of an employer as opposed to the certification of a veteran is no problem. We don't have the veterans records as such. We might have his 214, et cetera, but not an extensive file on the individual. But the employer is right here; we can certify the employer. We can look at his training facility. We can see if he actually does have a training facility. So it would be very beneficial, if the local area could certify an employer and then send the information to the VA.

In other words, certify him here and then inform the VA this employer has been approved. And then if they have any followup, they can work directly with the job service office.

Now, the veteran is another case. We have a 214. We have what he has. We don't have his whole file, so there would possibly be a delay in that.

Mr. EVANS. Let me ask the local veterans employee representatives and the disabled veterans outreach specialist here about your methods to make contacts with the employers. What job development techniques have been most successful?

Mr. TAYLOR. Well, Mr. Chairman, in my particular area, which is the Hollywood area, we do a lot of speaking to the Kiwanans, Rotarys, the veterans organizations, plus I have my DVOPS. They are out stationed at the VFW, the DAV, the American Legion, and the chamber of commerce—we hit everything, you know. And we also have some newspaper—with the JTPA in my county, you know, they do a lot of advertising in the newspaper, with the news media.

Like you said, I have a problem with the VA, on the veteran. To me, the VA has the veteran as a suspect. You know, the veteran brings me his DD 214. I have spent half of my life in the military, and I know how proud a veteran feels. You know, I look at it, I check it over, I know it. We send it to the VA, the VA suspects that veteran. The turnaround period, they hold up his certification 3 months. I call the VA and they tell me, "Well, we sent to St. Louis to get his military records." To me, I don't understand that.

Just yesterday, before appearing here today, I called on a veteran. I submitted his application October 3, 1984. They called me yesterday and told me, "We got it, we are going to send it to you." That veteran had been left—you know, he told me he couldn't wait any longer. This is my problem with the VA on the turnaround period, this 15 weeks.

Plus the fact we have the tools to determine whether that veteran has worked anytime. With our computerized job matching system, I can pull up that veteran's work record; I can go back 2 years, tell him where he worked, what company he worked for, how much money he earned, how much the company earned, with our code. So I am in a better position to know more about the veteran's employment record than the VA is.

So this is my problem with the VA on that, is the turnaround period. Like I said, the 15 weeks; then they hold up the certification. I listened to Mr. Bryant say that the VA sends them out in 2 weeks. No way, Mr. Chairman, no way. No 2 weeks, period.

Mr. EVANS. What is the average?

Mr. TAYLOR. The average is 6 weeks to 2 months.

Mr. EVANS. And if you have a DD Form 214——

Mr. TAYLOR. We attach it to the form.

Mr. EVANS [continuing]. You know he is an honorably discharged or whatever veteran, and that should be sufficient.

Mr. TAYLOR. Right. You know, if I had a question about a guy's 214, I would call the VA and ask adjudication, I am reading off there before I submit it. Because the intent of the law says if it is other than dishonorable, then I guess the VA makes a determination on whether they want to issue a certificate or not. So if I have one like that, I call the VA and ask adjudication what should I do about it. They say, "OK, submit it to us and we will make the determination."

But the normal period, most veterans are honorably discharged, with the DD 214. The turnaround time is 6 to 8 weeks, or longer.

Mr. EVANS. I have heard the same kind of frustrations——

Mr. TAYLOR. Yes. That is why I am saying, to me the VA is suspecting that veteran like he is a fraud. It is no way that veteran is a fraud. He wouldn't come up freely and give me his DD 214, and I know what a DD 214 looks like and I can read it.

Then I get the flak this way with the employer. The employer, we sell a good program to the employer and we try to help the employer all we can. We go out, we do all the paperwork for him. We tell him, "Once you get your other form from Houston, give us a call, we will come out and show you how to fill it out and send it right back up."

So far in my area, I don't have much problem with my employers. Some of them didn't like it, that delay of saying that—Houston says they receive them on the first of the month, they send out the checks on the 15th of the following month. OK, we explain that to the employer and he will kind of go along with it. But my whole problem here is like he said; I think we should have a little more control locally because we are dealing with the employers and the veterans locally. We know our employers. We know our veterans.

And so far like I said, we have been pretty fortunate in Florida because we go out and we really sell the program. We work with the JTPA, and we have been successful in that. We met our compliance in 8 months of the year. That is a half million dollars. We placed, I think, a hundred-and- some veterans. That is in one county.

So I just want to go on the record to say that I think the turnaround period, my recommendation is it should be limited. Eliminate the 15 weeks. At least make it 5, and then maybe the VA should streamline as far as the certification of getting it back to the veteran. Like I say, we have a problem there.

Mr. EVANS. All right. I appreciate you bringing that up.

Jerry?

Mr. SOLOMON. Thank you, Mr. Chairman. I just want to defend the VA, maybe, a little bit here. Nobody is more concerned about

the delays than I am. But the VA, and I think the Government, has a responsibility to local business as well. We have to be very careful about who we are sending to them. There are some problems there. And again, in processing these applications, we have to make sure of a number of things. Not only that he is a veteran, but under what circumstances he was discharged, et cetera. I think we have to be careful in processing.

I am looking for a way of speeding it up, but I don't want to relax what we are doing in a way that might cause some problems later on.

In regard to that, I think you said, sir, that processing delays in approving the employers for this program, the employers themselves. In your opinion, how do you speed things up? Now, you mentioned—other than certifying those employers locally, what else can be done? I have found that in other States to be a problem, of getting those employers certified.

Mr. KELLY. Well, I think if you did it locally the employer would know that afternoon whether it was a go or not. Because you can more or less sit down with an employer—If it is a large company, you can sit down with his trainer, et cetera. You can review his facility. You can say, "Well, it looks good, just let me know, we will make out the paperwork and have it typed out, I will be back tomorrow," rather than send it up and have it come back because he has made out something wrong, has a wrong IRS number, et cetera. You can check all that right there in his records, if you do a thorough job when you are in his office. So you can more or less approve it that day, go back to the office the next day and distribute the information throughout the area to the other offices, like we do. When we get a contract approved, we tell all the other offices in the local area, "There is an opening for such and such at such and such a place." Whereas, if you say a contract has been submitted, you still have to wait until it is actually approved.

Mr. SOLOMON. What is the mean average, would you say, now, of the approval?

Mr. KELLY. Of the contract?

Mr. SOLOMON. Yes; not the veteran but the employer, yes.

Mr. KELLY. Well, usually what we will do is we will call up St. Petersburg and find out if it has been approved or not. I would say about a week, a week and a half, two. It is not really that much of a delay; it is about two weeks I would say on the average.

I believe, if I am not mistaken, the approval date is backdated to when it was received at the VA. Now, I could be wrong. You can correct me if I am wrong.

The only thing about local approval is that it would give the employer more of a positive attitude that we are controlling it, and if he has any problems, he can come to us rather than have to deal with some ethereal place up in St. Petersburg that he really doesn't have a contact with. You know, if he can deal directly with you and know that you are the one that approved the contract, whereas if he called you and said, "Oh, you're just another step for me to get to the VA," whereas if you have approval authority of the contract, he can go directly to you. You are more or less the agent. It is like an insurance agent. If you can't deal with your

agent, you don't need him; you might as well go straight to the company.

It is the type of area where it would give the State, the LVER's and the DVOP's, more authority in approving the contracts, and the employers would have more confidence in the local agents.

Mr. SOLOMON. A little earlier we heard that only 112 disabled veterans had been placed, and we didn't know how many had applied. And I don't know whether that is a large percentage or a low percentage, but could any of you tell me what special steps your department is taking to place disabled veterans in this particular program?

Mr. KELLY. I don't know of any specific programs, except when the DVOP's do veterans outreach. They contact the disabled vet. We work closely with the VA Medical Center. We have a disabled veteran outreach person stationed in the VA Medical Center full time down here in the local area. We also work with the Vet Center, contacting the agencies and getting the people in. A lot of the disabled veterans that have a high level of disability aren't really seeking a job, so therefore if you look at how many disabled veterans in the State of Florida as opposed to how many are seeking jobs, I am sure there is a great deal of difference.

Just for your information, in the State of Florida, I ran a computer printout yesterday. This is just for your information. In the State of Florida there is a total of 1,722 disabled veterans that are registered and active in our files in the State of Florida.

Mr. SOLOMON. 1,700 and——

Mr. KELLY. 1,722, as of the close of business yesterday. That means they have an active application right now. It doesn't mean that four times that have come through our office and been placed or left the area, et cetera, but as of yesterday there were 1,722 on file in our local offices statewide. So if you figure that percentage, that is about 10 percent, roughly, of what they have placed over the program period.

Say the average figure is around 1,500 to 1,700. If they placed 112 or so, that's roughly about 10 percent. It is not a really bad percentage considering that.

Mr. SOLOMON. OK. Thank you.

The question was asked before of other people, but in any of your opinions, what is the most common reason for veterans not completing the training program, would you say? Would it be the same reasons as given by the previous people testifying?

Mr. CUTLER. Well, primarily, from my experience, one of the primary reasons is because of a lack of counseling. Because sometime after they have been unemployed for so long, and once a veteran sees that he can actually grab a job, something that he can do, he is really not too concerned about making a career out of that particular position, especially when he has got immediate needs that he has to accommodate right now. So what he really needs is something right now. So whatever he can grab, even if it is only EVJTA or otherwise—because a lot of veterans that are actually certified for the program and are eligible for employment, we do work with them. But if they have immediate needs, where they need something to do right now because they have to put food on the table, they have bills to pay, then if we find a job for him as a laborer or

in the general construction field or something like that, he will grab that. Then later on, if we are able to develop a program under the Emergency Veterans Job Training Program, he will be sort of reluctant because he has been unemployed for so long and now he has really got something that he can do and that he feels like he will be there for a while, he will be more prone to stay with that, instead of branching on off into the program.

But as far as the employers are concerned, a lot of the employers that we do get orders with, they need somebody now. And if his business demand is to fill a position like within 2 or 3 days from now, and he has to wait for a week or so, the program will probably get approved and go through the process. But when it is actually time for a veteran to be placed, either that employer has gone outside and gotten somebody and he put the program on hold until the person don't work out or something, then he will take a person that is eligible, or he will just say, "Well, call us in the future and when something develops we will go ahead on with the program. But keep us on hold."

OK. And I think that would be primarily the cause of so many veterans, so many employers being certified and open on the active list as being looking for someone, when in actuality they are looking but they really have someone.

Mr. SOLOMON. That is good.

Mr. Chairman, I guess all of these people that are testifying, we can submit written questions to them later on, right?

Mr. EVANS. Right.

Mr. SOLOMON. We don't have to ask for each panel?

Mr. EVANS. I would like to follow up with just one more question.

Mr. TAYLOR. How could we streamline the process in the case of an honorably discharged person that presents a DD Form 214.

What if we created a presumption in the extension legislation, that a person with an honorable discharge could show that through a DD Form 214? I know that the local outreach officers have a lot of discretion and are not going to necessarily present to an employer somebody that has a bad work record, even if they have a good, honorable discharge.

Can you give us some more detailed comments about how you might streamline that program?

Mr. TAYLOR. Well, back some years, Mr. Chairman, we had what they called the old HIRE II Program, where they hired veterans, you know, and it was a special—something like this EVJT, which this is much better. But we had the form from the Department of Labor, through Mr. Finley's office, and we made three copies. The veteran brought us his DD 214. We, you know, screened it over, looked it up, and checked it out.

We made the three copies and attached the DD 214. We kind of OK them, if he had an honorable discharge and nothing bad on his record. And we gave him one of these certifications to take to an employer immediately. We sent the other to the headquarters and to the VA for their records.

To me, like you were saying, with an honorable discharge, I don't see why adjudication should have to submit an application once they receive it at the VA Regional Office. Like I was telling you about the man I sent off in October. So they requested St. Louis,

which is the Records Bureau, for his records. You know yourself, that takes a long time anyway for them, you know, to get the records from the records.

Mr. EVANS. Especially if St. Louis has records, which has been a problem.

Mr. TAYLOR. This particular veteran I have, he is a Korean era veteran, so his records are kind of way back anyway. They just received it. With the DD 214 he gave me and that old discharge form, it has all that information on the back, with the eagle and all that. So what I do, I copied both things and attached to it.

To me, they could look at that. That DD 214 has all the information. The VA knows all the codes. Why couldn't he just say, well, we will issue him a certification of eligibility. And if they still wanted to look into some part of his record, then submit to St. Louis, you know, when that comes back, if there is something wrong you can always issue a termination and the reason why. But in most cases, I feel that they could do that a little quicker.

I understand Mr. Davin was here from Washington. He is with that private consulting firm that the VA employed to come out and check all States and how the program is being run and handled. And he explained to me that once the regional office places all the information on the certification in the computer, then it is printed out of—I think it is Champaign, IL, where they send out all the certifications of eligibility to the veteran. So, in a lot of cases the VA says, well, they are naturally probably doing the same thing we do, they put them in every day. And I guess there should be a readout up there that they should be mailing them out every day. But he said he found that Champaign was not mailing out the certifications every day. See, maybe they was waiting for end of the week, and they would then send it out in bulk mailing. And this caused a delay, too.

Sure, maybe the VA did approve someone in 2 weeks, and if it didn't come out of Champaign for another week or so, by the time the veteran got it, it was 5 weeks.

But anyway, my thinking on that part of it is that I feel that they could say, well, if everything is in order, as what they see right there in front of them, it is to go ahead on and issue it. And if they had a question about something and wanted to get the records, they could request the records. And once they get that record, after the veteran has his certification, if there is something wrong, you can always do a termination.

The same thing with an employer, right? If he doesn't like the way that veteran is working, he can terminate him.

Mr. EVANS. My question is, why are they checking the records of honorably discharged veterans? That is what I don't understand.

Mr. TAYLOR. I don't know. They won't give me an answer. When I call them, they won't give me an answer. Adjudication, I understand, has a big stick in the VA. I understand they are the most powerful unit in the Veterans' Administration. So I don't know why.

Mr. EVANS. All right. We should try to find out.

Mr. Rutz.

Mr. RUTZ. Mr. Chairman, could I say a few things?

Mr. EVANS. Sure.

Mr. RUTZ. My name is Daryl Rutz. I am the Regional Manager responsible for Dade and Monroe County. That is most of Miami.

I just want to speak to some of the questions that were brought up, as to possibly can the local process take care of some of the certification process loads. I just want to give you a feel.

For the Miami area, we have approximately 17 staff connected with the job service for various Federal grants that are dealing with service to the veterans. I feel like—and this is not an official position—but I feel like there is the ability to locally to take some of these responsibilities of issuing the local certification.

The delay is really a concern. This is the main criticism I hear back from my staff. You are competing with a lot of other programs, so to speak, that can take immediate action with that employer. We have the Jobs Training Partnership Act under which we can certify the same day. We have, as has been mentioned, targeted job tax credit. The State of Florida has what we call an enterprise zone program, which is a credit towards the State corporate tax.

So this is, I really think, a big issue, but I think that it is something that is natural for these 17 staff to really be part of, plus with the local Job Service managers for signing off. But it could be done in a speedier fashion.

The only question that needs to be concerned in setting something like this up, I guess like anything, is the liability factor. That's the only comment I wanted to bring up.

Mr. EVANS. We thank the panel for joining us today.

Mr. SOLOMON. Mr. Chairman, I wonder if I could ask someone from the Veterans' Administration a question while we're changing panels. We have heard testimony here that they have to send to St. Louis for all of the records of the veteran. Do you send to St. Louis for all the records of the veteran in every case?

Mr. BRYANT. No, sir.

Mr. SOLOMON. What's the process there? I'm not that familiar with it.

Mr. BRYANT. Whenever we receive an application from the veteran where we do not have an established record, we have to determine that he's a veteran. In order to determine that person is a veteran, we have to have the original copy of his 214 separation paper. If we don't have that, we have to have a certified copy. The only certified copy that is acceptable is a certified copy that is certified by a VA employee, or by the custodian of the records, which translates to an employee.

Mr. SOLOMON. If he has moved in from Chicago or New York City and he is down here, and he has never requested that his records be moved to this particular regional office, then you have to send for his records?

Mr. BRYANT. No, Congressman. You're probably familiar with our computer system we call TARGET. That is a nationwide network. Any VA regional office can pull up any record that is a matter of record with the VA on the target system, so it is not necessary that we transfer records.

Mr. SOLOMON. So you don't have to send for those records; that was my question.

Mr. BRYANT. No, sir, we don't. Most of these applications, in fact, are processed without the basic claim folder. Once we start to process a record and we find that we are going to have jurisdiction, we do the processing and then we request the records.

Mr. SOLOMON. Are medical records available the same way?

Mr. BRYANT. Medical records are different. The medical facility that is giving the treatment has custody of those records and those records are not transferred routinely unless its a follow-up treatment and they need records, then they'll move from hospital to hospital only to follow treatment. But those records are the custody of the treating facility.

Mr. SOLOMON. I don't mean to belabor this, but, in other words, if a veteran applies then and he's got his discharge form, the appropriate one, then you can pull that up on your computer and it's not necessary then to send away——

Mr. BRYANT. No, sir, it's not. And when we do——

Mr. SOLOMON. Well, what is the delay, then? I don't understand. What would be a circumstance where there would be a long delay?

You have testified 2 weeks. The gentleman over here testified that in no way is that right, that it was 6 weeks to 2 months.

Mr. BRYANT. Mr. Congressman, what I find very interesting——

Mr. SOLOMON. I'm not trying to put you on the spot. I'm just trying to get some clarification.

Mr. BRYANT. What I find very interesting, everyone that has testified so far is speaking on an employer that is not approved and a veteran that does not have a certificate of eligibility. Now, we have approved employers without veterans ready to be hired. We have veterans issued certificates of eligibility. Just because they're eligible for the program, there has not been a contact or connection between that employer or the veteran. This is the 6,300 veterans we have holding certificates of eligibility, the 1,600 approved employers sitting out here, and my first question is, why are these employers and these veterans not matched together. Because the agencies that have that responsibility have that information, and they receive it just as soon as the veteran is approved and the employer is approved.

Mr. SOLOMON. I appreciate that very much. Thank you.

Mr. EVANS. The next witness is Dr. Larry Ashlock, team leader of the Miami Vet Center.

Doctor, could you identify the person accompanying you?

STATEMENT OF LARRY ASHLOCK, TEAM LEADER, MIAMI VET CENTER, ACCOMPANIED BY JOHN HERMAN, COUNSELOR, MIAMI VET CENTER

Mr. ASHLOCK. Yes. Mr. Chairman and members of the subcommittee, thank you for allowing me to testify before this subcommittee.

I would like to introduce Mr. John Herman, who is a counselor with us at the Miami Vet Center.

I would like to briefly summarize the written statement that I have submitted.

The vet center program was set up to establish a wide range of counseling services to Vietnam era veterans. This would include in-

dividual counseling, outreach, consultation, education, and referral. The Vietnam era veterans who are eligible for our services are people who were in the military service between August 5, 1964 and May 7, 1975.

The veterans who present themselves at the Miami Vet Center have a wide array of different problems. The primary problem that is presented is post traumatic stress disorder. They also have a lot of other associated problems such as family problems, substance abuse, legal difficulties, and also underemployment and unemployment.

I did a statistical search of the veterans that had been served at the Miami Vet Center from August 1983 through July 1984. This search revealed that approximately 34 percent of the veterans that we had served had indicated that vocational problems were of primary importance to them. I believe that this was probably an underestimate and that the percent of our people with vocational problems may be as high as 50 percent.

We attempt to help these people in several different ways. One of the primary ways is to provide individual and group counseling which helps the veteran look at some of the psychological problems or emotional problems that may be interfering with his of her vocational adjustment. We also have a bulletin board and keep a list of different jobs that we become familiar with.

However, one of the most important aspects of the employment help that we offer is the Disabled Veterans Outreach Program, where we use a DVOP that is stationed at the Miami Vet Center three afternoons a week. This person helps our veterans to attain work.

Among the other duties that the DVOP is engaged in is to help the veteran to become certified in the Emergency Veterans' Job Training Program and then to match this veteran with an appropriate training program. As I said earlier, we consider this a very important service at the Miami Vet Center.

In summary, then, I would like to say I believe that employment counseling and job placement are an essential part of the mission of the readjustment counseling program. Finally, we view the Emergency Veterans' Job Training Act as a very important tool in helping us to help our veterans.

Again I would like to thank you for allowing me to appear before the subcommittee.

[The statement of Larry Ashlock appears at p. 68.]

Mr. EVANS. Dr. Ashlock, we thank you.

It seems to me there might be a cycle that a lot of veterans face their problems with, let's say, PTSD sometimes makes them unemployable, or the fact that they are employed further aggrevates PTSD.

Can you comment on that phenomenon?

Mr. ASHLOCK. Yes. We find that unemployment and emotional well-being are tied in together. We find that when we are able to help people find good employment and to become stabilized vocationally, that it also helps their mental health. Also, when we are able to help them with their emotional problems, it also helps them to get into a program such as this Emergency Job Training Program. So they do go hand in hand.

Mr. EVANS. Earlier I asked one of the witnesses about the counseling with the vet centers and he indicated that basically I guess there wasn't enough vet center personnel to help with this.

In the local area, are there any new expansions under the extension of the vet center program? I know there's 52 new sites nationwide.

Mr. ASHLOCK. The Miami Vet Center was fortunate in that we did get one extra position, which we need and which helps us. However, in this area, there are no plans that I know of to add more staff or more vet centers.

Mr. EVANS. Later on the Vietnam Veterans of America are going to testify and they mention in their testimony a California survey of unemployed and underemployed veterans. The findings of that survey indicate that veterans who served in Vietnam experience episodes of unemployment 22 weeks longer than those with no service in Vietnam.

Have you observed the same kind of trend in your experience with Vietnam veterans?

Mr. ASHLOCK. Yes. We find that overall our veterans are underemployed compared to their peers, the ones in their age group, and that they do tend to have more vocational employment sort of problems. They seem to be behind. That is one of the reasons that we like this program, is that it gives them a leg up, gives them a boost and helps them get into some sort of specialty area.

Mr. EVANS. Jerry?

Mr. SOLOMON. Doctor, how closely does the vet center work with the VA when employment counseling services are requested and needed?

Mr. ASHLOCK. With the VA?

Mr. SOLOMON. Yes. How closely do you work with them—in other words, when employment counseling is requested.

Mr. ASHLOCK. We certainly take referrals from all sources, including the VA, and people that have difficulty in that area can be referred to us. We will work with them as far as the psychological components of their unemployment problems, as well as trying to hook them in with our DVOP and to get into some sort of employment.

Mr. SOLOMON. Could you just comment on the rate of placement that you experience with post-traumatic stress disorder veterans into job training programs? Do we have some success there?

Mr. ASHLOCK. I'm not really sure. Part of the problem, we were able to come up with less than ten people who we know were put into this program out of the Miami Vet Center. However, this may be a misleading number because we had many people that came in when the program first was started up and got their certificates and their application to be certified and they didn't come back to us. They also knew that they could go to the State employment service or they could find an employer on their own, to seek out their own employer. So we have a hard time keeping accurate statistics on how many people were actually placed that had gone through our vet center.

Mr. SOLOMON. Lane, I don't have any further questions.

I might just mention that if at any time, as this program or others progress, if you have any questions or would like to funnel

us any information, we would be more than glad to receive it from a group like yours.

Mr. ASHLOCK. Thank you.

Mr. EVANS. Thank you, Doctor.

The next panel is two representatives from private industry, Mr. Robert Johnston, executive director of Broward Employment and Training Administration, and Miss Jeanette Randall, government affairs representative, Ameriserv.

Miss Randall, if you would like to start.

STATEMENT OF JEANETTE RANDALL, GOVERNMENT AFFAIRS REPRESENTATIVE, AMERISERV, INC.; AND ROBERT D. JOHNSTON, EXECUTIVE DIRECTOR, BROWARD EMPLOYMENT AND TRAINING ADMINISTRATION

Ms. RANDALL. Thank you.

Mr. Chairman and committee members, as a representative of Ameriserv, I bring to you representation of over 1,500 clients who are corporations nationwide. I appreciate the opportunity to address you today and to express to you our continued philosophical support of this very important piece of legislation.

There are four major items that I want to stress to you. One is to urge you to extend the program, to provide procedural changes to refine the program—and I do have some suggestions for you—and to convey second hand the experiences that Ameriserv has had with some of the Florida veterans. Finally, to summarize the employers' posture toward hiring veterans and working with EVJTA in general.

First, I want to encourage you to extend this program for 3 years. If we want employer involvement, they have to see that the commitment of the program is there to take the program seriously. That's important. It hasn't had enough time really to prove itself.

We also are facing another question, and that is the skepticism of the veterans in involving themselves with one more Government program. I find that they have been very badly burned. The confidence is lacking, not only in our own Government and programs, but in the Veterans' Administration as well. It is going to take some time for them to see that there truly is a program meant for the veterans and to take advantage of it.

I think that this act could be the vehicle to bring back the kind of support that we need, consequently I state our support for its continuation.

There has been a lot of mention this morning about the 15- to 20-week unemployment period required for eligibility. Our recommendation is a 30-day period, that that is sufficient, because the desperation of anyone unemployed for that period of time is very damaging, let alone dealing with the problems that the veteran has had to face in the past.

We also believe that the Veterans' Administration should establish an employer profile. It would be very helpful. It would show the specified number of annual hires that would be required, a minimum respectable training wage requirement, and a minimum length training program, and a commitment from the participating employer to advertise his positions with requests for veterans to

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apply. This respectable training wage is very important for this program to succeed.

I think there are times that we underestimate first of all the age, and we understand the age of the veteran and the obligations that veteran has, so a minimum wage position is not sensible whatsoever.

As an experiment, Ameriserv ran two small classified ads in Florida newspapers requesting veterans to apply, because we did have jobs in May and in June of this year. We couldn't find veterans. So we did advertise two small ads and I personally received over 100 telephone calls from veterans. These veterans were well educated, had a wide variety of interests, and the problem with this, I think a criticism of the program was the fact that we were not prepared with the kind of sophistication and jobs and dignity of jobs to offer these veterans as they called in with their experiences and their education.

Feedback also came out as the fact that many of their education benefits have been taken away. They are now ready to take advantage of these benefits and they no longer have them provided. The financing is no longer provided for them. That is a very important aspect as well.

I might add that this employer profile that we're suggesting would have specific guidelines that would save perhaps the Veterans' Administration a great deal of time in processing employer requests. If it were designed and published, a lot of employers who would not necessarily qualify would not go through the process of trying to see if the program was for them. It would be a good screening tool.

Our third criticism deals with the expiration of the certificate of eligibility. We believe that once that certificate of eligibility is received, it should not expire. Keep it active because it does nothing but bring about confusion and extra paperwork in the long run.

Fourth, we think that the certificates of eligibility should be issued by the veterans' representatives at the job service offices. It would be much more expeditious and it has been spoken to already I think this morning. The time delays are very detrimental to the program.

One other concern that has been expressed to us by employers has been the turnover rate at the Veterans' Administration. Perhaps it is strictly a rotating type of schedule. But once relationship is established on a program, you have something as a flow of communication with the Veterans' Administration. After perhaps 3 or 4 months time there is a need to renew the system all over again. That, I think, could be alleviated.

It has been mentioned also that the Job Training Partnership Act and TJTC has been utilized and can be utilized for veteran programs. They are definitely competitive and veterans can receive jobs there. We believe that the veterans should have their own program, that they should not be in competition with other targeted disadvantaged workers; that the veterans should have an opportunity to be out of that competition.

The employers are waiting approximately 120 days to receive their reimbursements, and that has also been mentioned this morning. That is a concern.

We are also finding that we had one client willing to set up a management training program for the veterans. It was on a 50-hour week. There was some inflexibility in the approval of the training programs because it did not adhere to the 3-month, 13-week job training program requirement. We think that this does have also a detrimental impact on the quality of training program opportunities because of some of the requirements.

Ameriserv backed away from promoting and working with the Emergency Veterans Job Training Act about last July, simply because of some of the problems that we found in its administration and the time involved in it. Our clients that we had who started originally working with it were transferred to JTPA and TJTC.

We do believe that the program is beneficial, and we do think it is critical, in our efforts to work with it, that all agencies work together. Ameriserv is a consulting firm that works with the private sector. We seek to work cooperatively with the Veterans' Administration and the Job Service Offices. In no way do we seek to take away positions in any way. We think that we can work together as a representative of the private sector.

In summary, there are seven items I would like to stress to you that we do support: The extension of EVJTA for 3 years; the elimination of the need to renew certificates of eligibility; we want to allow veterans' representatives at the job service offices to issue eligibility certificates; we do seek the unemployment period requirement to be 30 days; we recommend the establishment of an employer profile and some type of recognition for employers who are successfully involved in the veterans program; to be more flexible in the acceptance of quality job training programs; and allow issuance of certificates of eligibility and approval of on-the-job training programs up until 30 days before the expiration of the program. These things we suggest would be extremely helpful.

Thank you. If you have any questions, I would be most happy to answer them.

[The statement of Jeanette Randall appears at p. 70.]

Mr. EVANS. We will wait until Mr. Johnston has given his statement, Miss Randall.

STATEMENT OF ROBERT D. JOHNSTON, EXECUTIVE DIRECTOR, BROWARD EMPLOYMENT AND TRAINING ADMINISTRATION

Mr. JOHNSTON. Yes, sir, Mr. Chairman, Mr. Solomon. We appreciate the opportunity to address you all.

I am the executive director of BETA, the program you heard about a little earlier, which is up in Fort Lauderdale. But also my remarks come to you from the 23 other service delivery areas in Florida and our colleagues in the job service, because I am president of the Florida Employment and Training Association which represents a broad range of folks involved in job training in Florida.

I want to say to you before I start that I didn't consult with Mr. Urassa and the job service [illegible] the professionals in the USDOL before writing my testimony. But I think you will find it is very similar to theirs. So I would like to summarize in the interest of time what I said in the written testimony.

Had this hearing been held before enactment of the Emergency Veterans' Job Training Act I would have recommended that those funds be added to the JTPA with whatever special targeting in other special provisions your committee, the Congress and administration, might desire, rather than enacting a new law. It makes a lot more sense to use current structures, especially successful ones, than to create new structures. An alternative would have been to remove all targeted services to veterans from JTPA and put them under the Emergency Veterans' Job Training Act. The point being that when you scatter eligibility and resources among various laws, you tend to lose power and ability to do your job.

I might point out that we have operated, as Mr. Finley so kindly noted, a $250,000 JTPA title IV program since last April, as well as handling about 20 percent of our normal population, or about 200 people, in our regular JTPA programs who are veterans. This has given us a lot of experience in working with the Job Service and working with veterans and the veterans' organizations and the vet centers.

Given that we have to deal with the present law, I would like to recommend the following to you:

One, create positive economic and other incentives for integrated veterans program operations between the Job Service and the Job Training Partnership Act. We found enormous advantages to co-location with the job service offices on all of our programs, not just veterans, in Fort Lauderdale, in Broward County. We think that since there are two laws, anything you could do to create positive incentives for the programs to work together, rather than congressional mandates or suggestions, would be good.

Two, eliminate or reduce the day-to-day operational responsibilities of the Veterans' Administration. For instance, allow local eligibility determination by the job service at least for honorable and general discharge veterans, as well as for the businesses. The VA could play a valuable role in policy development, oversight and the like.

Three, seek legislative or regulatory change to eliminate the differences in eligibility between title IV-C of JTPA and the Emergency Veterans' Job Training Act. We believe the most realistic eligibility standards are those in JTPA. Or provide at least a simple 15 or 30 day unemployment period.

I might note this. We understand, as we did in CETA, which had an original 15 to 20 week unemployment period in one of its portions of the law, which was knocked out because it proved ineffective, that the reason Congress puts long eligibility periods into the law is in order to make sure that the most in need get served, those people who are hurting the most and those people who are also drawing down the greatest public assistance and need to move from being tax users to taxpayers. But that process tends to happen automatically nowadays. The 10 years of experience with CETA and the accelerated experience of the Job Service in dealing with poor persons makes it an operational reality every day, that when someone comes to you who can immediately fill an employer's needs, you put place them. When someone comes to you who can't, who needs training, you pour more resources into that person because, if you don't, they're going to fail with the employ-

er. The employer is going to be turned off and the person is going to be turned off. So the fact is that targeting is not nearly as necessary as you might think up on the Hill.

Number four, work through the State structures which now have responsibility for the JTPA as well as the job service, to assure that things such as common advertising, marketing, recruiting, training and placement efforts are conducted, as routinely happens in Florida. These measures and any others which would promote flexibility and integrated operations would do a great deal to reduce the present dissatisfaction of some businesses with long delays and certifications of eligibility, as well as the confusion in both businesses and veterans seeking help resulting from two separate programs, with separate eligibility, invoicing, reporting and the like.

I must respectfully disagree with the representative of Ameriserv on the need for a special law for veterans. First, veterans do very well in competition. They are ordinarily more selfdisciplined, they have better job skills, and they have what you might call better human skills on the job, getting along with folks and showing up on time, dressing right.

Two, special targeting assures them of special treatment in the JTPA and other laws, and three, the less laws, the better. Certainly that is true at the local level.

These remarks are not meant as criticisms of either the laws or the individuals operating programs under them. The job service has done an excellent job with this program and we are sure that all the partners do the very best they can within the structures. The problem is, the structures are separate bureaucracies with separate processes and separate eligibility determinations and separate standards, which leads to confusion and difficulty. These suggestions are based upon ten years of experience with various laws that we have dealt with in Broward County in operating job training programs.

I think, overriding all else, I would like to say three things. One, veterans need, appreciate, and deserve this program. They need it, and when they get it, they ordinarily put out more individual effort than our normal clients and have higher success rates. That's number two. Three, any new dollars put into the Veterans' Employment Training Program, whether in this program or JTPA or both, will pay dividends, we believe, greater than the cost of the program in reduction of public assistance and in turning tax users into taxpayers, contributing to the national tax base.

Senator Claude Pepper was quite right when talking about the program as an investment. I believe the statistics all prove that that's true. Thank you.

[The statement of Robert Johnston appears at p. 77.]

Mr. EVANS. Thank you both very much.

I guess, Miss Randall, that establishing an employer profile might discourage some people from going through the program if they have no hopes of qualifying as employers in the program. That combined with a one-time certification—instead of having to go through this certification process again if it has expired—that should perhaps reduce the overall workload for the VA in terms of certifying these employers.

In addition, that would be an incentive for employers to get involved if the processing time was delayed. Besides the financial incentives and in speeding along and expediting the bureaucracy here, what other kinds of employer incentives would you suggest? You said recognition. Is that helpful in trying to get more people involved, publicizing the program?

Ms. RANDALL. Yes; the feedback that I received was that there is a great deal of skepticism toward the Government programs. If employers would be more willing to let it be known that they are interested in hiring veterans and training them, and in positions that are respectable, career-oriented positions, that's the difficulty now, I believe, finding those jobs that are going to mean a good opportunity for the veteran. By recognizing those companies, whether they are in the fields of high tech, where it would be a good public relations effort on their part, I think that by their advertising—we were pleasantly surprised by that small ad that we placed, the kind of response we received from qualified veterans.

Recognition to the private sector, perhaps by the Department of Labor or through the Veterans' Administration, is highly important.

Mr. EVANS. It could be helpful in not only giving them recognition, but by further publicizing the program itself, maybe even more so than the public service announcements that sometimes go on at 2 a.m. in the morning.

Ms. RANDALL. That's right.

Mr. EVANS. I have a question for both of you. I think we probably agree that we should somehow reduce this period of unemployment to maybe five weeks, but maybe 30 days would be sufficient.

For the people that are unemployed for 15 or 20 weeks, for veterans that are having PTSD problems and other readjustment problems, how do we handle those particular veterans? Have you had problems with veterans that have been long-term unemployed and are having adjustment problems? Could you tell us a little bit about those?

Ms. RANDALL. I guess that's why I mentioned that there is also a need for education benefits to be restored, because those who are now perhaps adjusting or readjusting are beginning to feel a little bit more confident and are finding themselves now in need of this additional education.

I tried to place those who had long-term unemployment, trying to place them into positions, that they didn't last long. It was very frustrating. I don't know what the answer is to that because we did not offer any type of counseling and I guess I would expect that to come from the Veterans' Administration.

I talked to many of them that did have problems holding down jobs. I talk to them over and over again.

Mr. EVANS. Mr. Johnston?

Mr. JOHNSTON. I think I can answer that, Congressman.

In our program we mainstream everyone; that is, our counselors work with whoever comes in to the best of their ability to reach out to any organization in the community and to use their best personal knowledge and devices to help them. We work closely with the vet center. As a matter of fact, the vet center director is a

member of our private industry council. They are real good at psychological counseling, dealing with post traumatic stress syndrome, all the kinds of problems that predominantly Vietnam veterans have.

We found that, because we have a broad range of services available, we cannot do just OJT. We can do, for instance, OJT in the morning and classroom training in the afternoon and pay for both, so that the person gets a job, with some money, and gets the kind of training they need. We can put them into intensive counseling. We can work with the Division of Vocational Rehabilitation because we have a broad array of services available. So we simply put more resources and more time into the veterans who need more help.

Incidentally, we find virtually no difference in the personal profile of veterans in our normal program, that 20 percent I mentioned, and the folks who we are attempting to help under the emergency act—except for slightly longer periods of unemployment because of the differences in the eligibility requirements. So I think the answer is, where you have a program that has an array of counseling, educational, medical, services available, you can concentrate as much money, time and effort as you need on an individual, as your experience tells you will have a high probability of helping that person do what they need to do.

We found it a real problem to simply throw people with long periods of unemployment on to OJT. They don't react well on the job compared to their colleagues, and employers primarily are not looking to help. We have some great employers that really care about veterans. But they are primarily not looking to help veterans, though. They are primarily looking to increase their profits, so you have got to send them someone who, in a very short time, becomes very productive for them. That means you have to do some work up front with the person who has more problems.

Mr. EVANS. So you're able to combine both the JTPA programs with the emergency program.

Mr. JOHNSTON. Yes.

Mr. EVANS. I come from an area that is experiencing 15 to 20 percent unemployment right now largely the Vietnam veteran population is a population that came out of the service during the Vietnam war and missed maybe 2 or 3 years of seniority that others that didn't go received, but who didn't use the GI bill because they were able to get fairly good paying factory jobs upon their discharge. Now they're in a situation where they're being laid off from those jobs, and do not qualify for the GI bill because of the delimiting problem. The JTPA Program, for example, does not really pay any kind of money while they're going through the program, and they have children and families to take care of. So I may be back in contact with you and get some of my local people in contact to see how that works.

Mr. JOHNSTON. Sure.

I might say that we certainly have an advantage over your JTPA Program. We have a lot more jobs available. You have a higher funding level per capita, but then they have a real problem at finding jobs in your economy up there.

Mr. EVANS. One of the other problems we have with the veterans in Illinois right now is that they have already been through two or three retraining programs. I'm almost reluctant to put them in another one if it isn't going to mean a long-term term and is only a minimum wage kind of job. So I think your comments, Miss Randall, about getting better paying jobs and trying to attract those kinds of employers, illustrate the problem. Illinois has such a high unemployment rate and we don't have those high tech kind of opportunities yet, but that is something we'll be working on.

Mr. JOHNSTON. But I think there is a central issue here, and that is that everyone has told you that, in terms of veterans—and it is also true in terms of anyone who comes to us—people normally have a broad array of problems. They don't just have a problem in getting a job. They have a number of other problems as well. Veterans both deserve, I think, more help then the normal population on the one hand because of what they have done for us, and, in addition, usually need more help, especially Vietnam veterans. So you have got to have a comprehensive program for them.

The Job Service DVOP's and LVER's in Broward County, for instance, and we think around the State, do an outstanding job of reaching out to other organizations and institutions that can help these folks, given they don't have a lot of time for counseling and a lot of other kinds of job training programs they can offer. Everybody has got to work together to make it work for them.

Mr. EVANS. Jerry?

Mr. SOLOMON. Mr. Chairman, let me just say initially before I ask a question, Mr. Johnston, you were talking about blending the programs together, putting them under one program. There are two reasons perhaps why we didn't. One is, we also have a congressional bureaucracy just like you have bureaucracy in all parts of government, I suppose. We on the Veterans' Affairs Committee have never been able to get the Education and Labor Committee to appropriate funds or come up with a program specifically for Vietnam veterans, which I guess goes to the real problem. I think the real problem is that the vast majority of Vietnam veterans—and I'm not one; I came from another era—coming home work themselves into society and into jobs and did so very well, the vast majority of them. But the ones who were left are those who have encountered problems over the years for one reason or another, some of which you mentioned, and those are the people who seem to fall through the cracks in this shuffle. Consequently, the Veterans' Affairs Committee did come up with this program.

Those Vietnam veterans who have not adjusted perhaps as fast as others are the ones who we need to go out and search for. That's why we have these outreach programs, to bring them in and get them into the programs. That is why we have concentrated on this particular job training program which I think is so terribly important that we continue it, because if we're going to help those people who really need the help, I think we must have a program for them and not just part of a program. So I personally oppose blending it in with the other programs that we have right now.

Aside from consolidating the emergency veterans program into the others, do you have any recommendations where we could

better it if we leave it the way it is as a separate program, or is there any specific thing that we could do?

Mr. JOHNSTON. Yes, sir. Let me first say that, faced with that situation, I probably would have voted the same way you did. We are aware in JTPA of what has happened with resources in job training in the last few years. I think that any kind of positive economic incentive you could give—for instance, an economic incentive for colocation of staffs working with the emergency veterans program and other job training programs, such as primarily the JTPA, things such as allowance of ability to blend administrative moneys to buy offices and equipment and supplies and that sort of thing, blending the eligibility requirements so that the two of them come closer.

When we go out and sell a program that is vastly different from another one that our colleagues that are only a block away or even colocated with us are selling, it confuses business, it confuses the veteran. So if you could bring those eligibility requirements in line, that would do a great deal.

Giving local flexibility to the job service. The job service nationally is really characterized by an emormous number of professionals. They have been thought of over the years, I think, as people who just do labor exchange. Someone walks into the office and they say, "Oh, I've got a job for you" and they send them out. That's not what the job service does. Those people don't walk into the job service office who can read the paper and go get that job. The job service deals with people who are only marginally different in many cases than those the JTPA deals with. They are people who need help in connecting to a job. So the more that the resources of counseling, of other job training that we can offer, can be brought to the DVOP's and the LVER's and the job service professionals, the better off we are.

Beyond economic incentives, in JTPA, as you know, we have very stringent performance standards now that we must meet. In fact, we get a bonus if we exceed those, and we get a bonus to the degree that we exceed those. We received $139,000 last year in BETA for having the second highest performance in the State. If you could write into the law procedures which would give an area more money according to meeting higher performance standards of placement, placement of the percentage of the eligible population, that would be good, too.

Those are kind of complex to deal with. It took a long time, as you probably know, for those committees and the administration to work out those performance standards and performance incentive bonuses in JTPA.

Since you have two laws, my general recommendation is create positive incentives, economic, money and otherwise, for them to work together. You will find that local professionals really will work together. The fact is that around this country, not just in Florida—although I think Florida is one of the leaders because of the law combining the JTPA and job service under one division at the State level—but all around the country I think you'll find that job service and JTPA professional work very closely together. The more incentives you give them to do so, the more they will do so.

So I think eligibility alignment, if you will, bringing the two programs together, positive benefits to the programs, to the individuals at the local level for colocating and working together and coordinating in a real sense, what we call integrated management in our area, and three, local certification of eligibility of businesses and individuals by the job service.

Mr. SOLOMON. Thank you.

Miss Randall, in your testimony you were also concerned about flexibility. Do you know specifically of any valid employer training programs that have been arbitrarily rejected by the Veterans' Administration because, for example, they were based on a 50-hour workweek as opposed to a 40-hour? What is your feeling on that?

Ms. RANDALL. I would have to ask Marty to give the specifics on that one.

This is Marty Forman. She is vice president of government affairs with Ameriserv.

Ms. FORMAN. We brought up that specific incident in there to highlight some of the problems we had getting programs approved and the problems that the employer faced in getting programs approved if they were not in line with the specific guidelines that the Veterans' Administration was operating under.

We had a major national client who employed management trainees on a 50-hour-week training program. I believe that this application for approval created some problems for the Veterans' Administration because they were looking at the guidelines of 13 weeks, and in trying to adjust the hours so that they would compare to the minimum number of hours required, they could not come up with that as a training program that could be approved.

Actually, what would happen in that training program was that a job was created, that would be a desirable position for the veteran applicant. He would be trained a sufficient number of hours. It is just that he was working in a 50-hour workweek instead of dividing them over the 13 weeks at a 40-hour week. That was one small problem that we encountered and we felt the Veterans' Administration needed to be more flexible when it came to employers with job training opportunities of that nature.

Mr. SOLOMON. If you have any other examples later on—we won't take the time now—but if you do, I would be interested in hearing from you. It is a question of whether they should be more flexible, should expand, and we would like to know that if you do have other examples.

I don't have any further questions of the panel, thank you.

Mr. EVANS. Thank you very much. We appreciate your testimony.

Mr. JOHNSTON. Thank you.

Mr. EVANS. Our final panel today is a panel of representatives from veterans organizations. We are pleased to have the State commander of the VFW, Mr. Edwin Shuman, joining us, the national service officer, Mr. John Archer, of the DAV; the State commander of the American Legion, Mr. Rheuben M. Hair; and three representatives from the Vietnam Veterans of America, Mr. Jerry Kadyszewski, Mr. Dennis Koehler, and Mr. Charles Yonts. If you could all come forward now, we would appreciate it.

Commander Shuman, if you would start out first.

STATEMENT OF EDWIN H. SHUMAN, COMMANDER, DEPARTMENT OF FLORIDA, VETERANS OF FOREIGN WARS OF THE UNITED STATES; JOHN A. ARCHER, NATIONAL SERVICE OFFICER, DISABLED AMERICAN VETERANS, ACCOMPANIED BY ANDRES ESTEVEZ, JOB SPECIALIST, VAMC, MIAMI; RHEUBEN M. HAIR, SR., COMMANDER, FLORIDA, AMERICAN LEGION; TERRENCE W. KADYSZEWSKI, FLORIDA STATE CHAIRMAN, VIETNAM VETERANS OF AMERICA, ACCOMPANIED BY CHARLES YONTS, PRESIDENT, VIETNAM VETERANS OF FLORIDA

Mr. SHUMAN. Mr. Chairman, members of the subcommittee, thank you for the privilege of presenting to this distinguished subcommittee the views of the department of Florida Veterans of Foreign Wars of the United States with respect to the Emergency Veterans' Job Training Act of 1983.

My name is Edwin Shuman. It is my honor to be serving as the Florida State commander of the Veterans of Foreign Wars. We currently have 65,000 members in our State and our ladies auxiliary has a membership of 25,000. On behalf of these 90,000 dedicated individuals, we welcome you and your subcommittee to the State of Florida.

Mr. Chairman, several years ago veteran unemployment was disproportionately high as compared to the nonveteran population. Recognizing this disparity, the Emergency Veterans' Job Training Act of 1983 was enacted into Public Law 98-77. The employment picture for veterans has improved under Public Law 98-77. However, we believe there are still many unemployed veterans who can and must be identified and returned to the work force.

One of our major concerns is the expiration of the Emergency Veterans' Job Training Act provision allowing veterans to pursue an associate degree program that is vocational in nature. Nationally, approximately 44,000 veterans applied for participation in this little-publicized program with approximately 28,000 eligible veterans receiving approval to participate. We were disappointed to learn that approximately $9.4 to $10 million of the appropriated $20 million was unused. We believe this provision should be reinstated and properly promoted.

Our most recent national convention passed Resolution No. 693, recommending what we believe would be several improvements to the program. We request the Congress to extend Public Law 98-77 to December 31, 1987, while eliminating the 15 of the last 20 weeks unemployment provision and the requirement that veterans be enrolled in training within 15 months after the original funding of the law. We also would encourage the Administrator of Veterans' Affairs to delegate authority to the State job service and/or local veterans' employment and training service to recertify veterans under Public Law 98-77 and that initial certification be extended for a period of 90 days.

We were pleased to note that Public Law 98-543, the Veterans' Benefits Improvement Act of 1984, in part addressed some of our concerns by first extending from 60 to 90 days the veterans' certificate of eligibility for the EVJTA; second, extending the application date an additional 3 months to February 28, 1985; and third, ex-

tending an additional 6 months, or through September 1, 1985, the date by which veterans must begin training in the program.

Public Law 98-543 also extended the availability of appropriated funds for the program for 1 year, or through September 30, 1987.

Mr. Chairman, the VFW has given this program priority attention. The national organization has encouraged all VFW departments to be active in the development of a community-based employment campaign and to avail themselves of all agencies, both in the public and private sector.

Billy Ray Cameron, our current national commander, has continued this level of support by corresponding with each of the Nation's 50 Governors stressing the significance of the program.

Mr. Chairman, I am pleased to say Gov. Bob Graham of Florida has asked the veterans' staff in the local job service offices to give the Emergency Veterans' Job Training Act the highest priority and has established a goal of placing 1,476 eligible veterans in employment. As of December 31, 1984, the State of Florida has obtained 36.86 percent of this goal. Inasmuch as the national average is 70.22 percent, Governor Graham surveyed 43 local branch job service offices and offered the following reasons why Florida has been running slower than expected:

First, employers not ready to hire because business is slow, 52.4 percent.

No. 2, employers expectations too high, 12.2 percent.

Three, veterans not interested, the wages too low, no upward mobility, 2[illegible] percent.

And four, employers want to terminate, bankruptcy, 9.4 percent.

There are 1,413,000 veterans in the State of Florida, of which 384,000 are Vietnam-era and 274,000 are of the Korean conflict. Potentially 41,000 unemployed Vietnam-era Korean-conflict veterans in this State would be eligible for this vital program. We, therefore, wholeheartedly encourage an extension of the Emergency Veterans' Job Training Act.

Mr. Chairman, again let me thank you for allowing me to testify before your distinguished subcommittee. This concludes my statement.

[The statement of Commander Shuman appears at p. 78.]

Mr. EVANS. Thank you, Commander.

Mr. Archer.

STATEMENT OF JOHN A. ARCHER

Mr. ARCHER. Mr. Chairman and members of the subcommittee, I am John Archer, national service officer for the Disabled American Veterans.

For the most part, I do want to support many of the other speakers that have spoken already, as the Disabled American Veterans do feel this is an important piece of legislation which should be continued.

We also request that the time of unemployment be reduced from 15 weeks out of 20 down to approximately 4 to 6 weeks, as there are not many people who have the resources or the funding to support a family for 15 weeks. Also, we do request the continuation.

That's really all I have to say.

Mr. EVANS. Thank you.

Mr. ARCHER. Mr. Chairman, I do wish to introduce Mr. Andy Estevez. Mr. Estevez is the job specialist from the Veterans' Administration Medical Center in Miami who would like to speak, with your permission.

Mr. EVANS. Please feel free to do so.

Mr. ESTEVEZ. Mr. Chairman, the EVJTA Program is an excellent program. I am very fortunate because I work with the State employment service and we have a State employment representative in the hospital.

Some of the problems that I have found with the program—a lot of speakers today have spoken about the advertisement of the program. I have never seen an advertisement of the program since I have been here in Florida, since the program started. I think the problem with the program is that we don't advertise it enough.

Many employers out there don't know anything about the program. Most of the employers that the State representative and I have contacted have said to us they are not aware of the program. They are very positive about the program. We are fortunate in that when we submit an application to have an employer certified, we always cross our t's and dot our i's and we always have very good results.

Some of the people that spoke today spoke about the period that it takes to have the contracts returned. Some of the contracts were not returned on time a lot of times because they were done improperly the first time. That is the only time we have had any problems with the contracts.

As far as the veteran's certificate of eligibility, they have been taking a long time to return. I think the closest one I had was 2 weeks; the longest has been 2 months.

Some of the problems that we have run into in the hospital are that the veterans we deal with have special problems. They are people who have drug abuse, alcohol abuse, psychiatric problems. They have a poor work history. A lot of times many have been unemployed for a long period of time, 2 or 3 years, 5 or 6 years, up to even 10 years. I had a veteran that I saw a week ago that had been unemployed 10 years. So that is a real problem. Even with this Emergency Veterans' Job Training Act, a lot of employers will look at this individual and look at his work history and say, you know, "Thank you, but we can't use him."

I definitely support the idea of extending the program. I think the program hasn't been in effect long enough to be able to adequately make any kind of statement as to the results of the program. The program is excellent. I also suggest that the period of eligibility be dropped down to 4 to 6 weeks. I think that is a more accurate period of time; 15 to 20 weeks is just too long.

Thank you.

Mr. EVANS. Commander Hair.

STATEMENT OF RHEUBEN M. HAIR, SR.

Mr. HAIR. Prior to my comment, I would like to inject a little humor into this hearing.

In your initial remarks you spoke as former marines. I was under the impression that, "Once a marine, always a marine." So you have changed my attitude toward marines. [Laughter.]

Mr. EVANS. I think there is no such thing as an ex-marine.

Mr. SOLOMON. That's right.

Mr. HAIR. But you commented in the past.

Mr. Chairman and distinguished members of this subcommittee, we are very pleased to have the opportunity to briefly discuss with you the opinion of the Florida American Legion concerning the Emergency Veterans' Job Training Program. I will be very direct in my comments in the essence of time and ask that you carefully review the recommendations our organization will make.

It is the feeling of the Florida American Legion that the Emergency Veterans' Job Training Program should be extended for a period of at least 2 more years. In our considered opinion, the program only in recent months began to walk after crawling for the first 7 months. Most publicity and outreach efforts began to jell around June 1984, "Hire a Vet Month."

Additional funding should be targeted to this area in order to adequately reach the employer community. Along with this outreach, greater coordination among the offices of the Assistant Secretary for Veterans Employment and Training, the Veterans' Administration, State employment security agencies, job services, national, State and local employer committees, JTPA job training coordinating councils or private industry councils; chambers of commerce, National Alliance of Business, Small Business Administration, National Governors' Council, ICESA, veterans organizations, and other like trade and civil groups.

We encourage the name be changed from an "emergency" to a basic Veterans Employment Readjustment Program. Since one of the main reasons for this law was to assist many veterans displaced by technology, this seems like a reasonable approach.

Some form of supportive and/or vocational training should be provided and easily accessible while the veteran is participating in, and perhaps prior to being hired, linkages with JTPA title IV-C programs which provide this sort of innovative approach to meeting the needs of this particular group of veterans.

This program could be made more attractive to employers by providing an additional incentive of simultaneous participation in EVJTP and TJTC—targeted jobs tax credit. Most larger employers choose to utilize TJTC rather than EVJTP because of the small amount of paperwork required. Also, many small employers do not have the staff nor the expertise to complete the complicated paperwork required under EVJTP.

We recommend elimination of the 15 out of 20 weeks unemployment criteria, or reduce it to no more than 5 weeks. This criteria is the primary reason for the high—50-plus percent—termination rates being experienced by many States. These people need some form of supportive counseling prior to and during participation, for they are really economically disadvantaged. Many employers will not hire someone who has been unemployed so long. Many of those in this position have lost a lot of their confidence in themselves.

We would like to see simplification and streamlining of the paper processing of certifications for employers and veterans. The current

procedure is too lengthy, time consuming, and frustrating. Consideration should be given to speeding up reimbursement to the employers.

We recommend an attempt be made to provide some method of assurance that an employer will get reimbursed toward the end of the program they are in. We would like to also see the certification period for veterans be extended for a 6-month period. This will greatly enhance the entire program.

I hope the points we have made will be carefully considered, and we again thank you for the opportunity to present the views of the Florida American Legion.

Mr. EVANS. Thank you, Commander.

State Chairman Kadyszewski.

STATEMENT OF TERRENCE W. KADYSZEWSKI

Mr. KADYSZEWSKI. Mr. Chairman, my name is Terry Kadyszewski. I am State chairman of the State of Florida Vietnam Veterans of America, and I am also on the national board of directors of Vietnam Veterans of America.

To my right is Mr. Charles Yonts, who is the second-term president of Vietnam Veterans of Florida, which is a coalition of about 30 Vietnam-era veteran organizations here in the State of Florida. He also is on the board of directors of the Miami VVA chapter.

It is VVA's position that we strongly support the extension of the Emergency Veterans' Job Training Act and ultimately the creation of a long-term veterans act for employment. We suggest that now that this program is in place—the committee has heard testimony and I believe the record shows that the applications are exceeding the number of openings—that the wisdom and value of this act continuing is even more apparent and necessary.

It is our contention that far too many Vietnam veterans have been unable to find stable careers and have ended up as a result in that syndrome of "the last hired and first fired." We don't need another short-term program which stops as soon as it gets cranked up and is in place. We do not need another program which does not allow time for development of the institutional experience necessary to implement a veterans job program successfully.

The Emergency Veterans' Job Training Act has proved to be a viable program, and this is in spite of the problems it has had with initial funding and the compressed timeframe in which it has had to operate.

The Vietnam Veterans of America recommends the extension of the Emergency Veterans' Job Training Act until September 30, 1989, at a level of approximately $100 million for each of those fiscal years. This essentially new Veterans' Job Training Act wold incorporate the following changes which we would suggest:

To reflect the structural, rather than countercyclical nature of the program, the name would be changed to become the Veterans Job Training Act and get away from the emergency connotation and what that implies to other people.

The purpose of the act would be to address the severe and continuing structural unemployment and underemployment problems among veterans, particularly the Vietnam and disabled veterans.

The unemployment eligibility criterion would be changed from unemployment of 15 out of 20 weeks to unemployed for 5 weeks—and I believe that is consistent with other testimony that we have heard today.

A new eligibility criterion for underemployment would be added to the program. This criterion would make eligible those veterans who, one, experienced two periods of unemployment of 6 weeks duration or more during the year immediately preceding application, and two, have been determined to be underemployed based upon VA or SESA counseling.

Also, Vietnam Veterans of America would eliminate the provision of the current program which provides for approval of programs which require less than 6 months training.

Language added to the act to clarify that for tax purposes those benefits that would accrue to the veteran who was hired, and mandate the Secretary of Labor to assure that maximum use is made of resources under JTPA.

This authorization of extension of the program, we also suggest it incorporate moneys to disseminate for public information what the program is all about, how it can be implemented, and what benefit it would be to employers as well as the veteran employees.

VVA contends that the time has arrived for the Nation to get serious about unemployed and underemployed veterans problems. Short-lived programs which are underfunded, operating in compressed timeframes, lacking coherence of purpose and vision, do little to build the confidence of the private sector in cooperating with the Government and the veterans groups in providing effective long-term job training programs. The answer to the very real and present needs of the veteran lies in an extension of this act.

Among those most adversely affected in the job market are veterans with service in the Vietnam theater of operations. I think a large majority of those individuals we are talking about, who cannot be hired, who can't wait around to get a job, are the Vietnam era veterans. Those are the ones we're talking about in a vast majority of cases.

There is a California employment development department that did a study, funded by the Department of Labor, which indicate that the Vietnam theater veterans surveyed were unemployed for an average of 50 weeks longer than those veterans with no service in Vietnam, and 31 weeks longer than the average for all unemployed veterans.

The Vietnam theater veterans surveyed had a median household income 37 percent lower than Vietnam era veterans with no service in Vietnam.

Vietnam Veterans of America is mindful of the efforts to curb the increasing Federal deficit and how that will impact on programs, but we suggest that this should not be judged in the same context as cash transfer payments as has characterized veterans programs in the past. VVA believes that our proposal will provide a stimulus to private sector employers through training reimbursement, and will constitute a substantial investment not only in the veterans it is designed to service, but also in their potential as taxpayers. This type of investment has paid off well in the past. The World War II GI bill, for example, returned an estimated $60 bil-

lion in Federal taxes against an investment of $21 billion in program costs.

The fluctuations in unemployment among Vietnam veterans in the past decade has been costly for the Federal Government in terms of cash transfer payments and are directly attributable to the vulnerability of those veterans to economic recession. Many veterans making a living in secondary labor markets will continue to experience periods of unemployment until the underlying reason for that joblessness, structural underemployment, is fully addressed. Nor is the problem of a nature whose solution may be postponed. Now approaching 40, the average Vietnam veteran has perhaps 3 to 4 years to develop and stabilize a career. The first year of EVJTA was a period of testing for the program. Vietnam Veterans of America is confident that with the technical changes as outlined as we have set forth here, an extension and restructuring of the act would provide a much needed and long delayed benefit to the veterans and to the Nation.

Thank you.

[The statement of Terrence Kadyszewski appears at p. 80.]

Mr. EVANS. Thank you.

Both the VVA and the American Legion comment about changing the name of the program from an emergency program to basically a new title reflecting the structural problems of unemployment among veterans. I guess the reason it was named an emergency program goes back to what Jerry said earlier about congressional bureaucracies—and in many ways, maybe the fault of my own party—that unless it's an emergency, you're not going to get any action done on it. But I understand there may be a negative connotation to using the word "emergency," as if these are desperate individuals that are almost unemployable and that you have to have an emergency program to help them out.

So I think that is a good criticism and we'll just have to try to carry the sense of urgency to other Members of Congress without maybe naming it an emergency program, but in some ways that is harder and harder to do because we have a lot of new members in Congress that never served any time on "fire watch" and don't understand quite often the problems of veterans. Not to denegrate other Members of Congress, but it is getting tougher and tougher to sell employment programs in general, particularly those oriented toward veterans. So we have that difficulty.

Mr. SOLOMON. Will the gentleman yield?

Mr. EVANS. I certainly will.

Mr. SOLOMON. I might also add that at the time this program was being developed, prior to its being enacted into law, we were going through a period of severe unemployment nationwide in all categories, not just veterans. But sticking out like a sore thumb were not only veterans but Vietnam veterans, and there was a real emergency at that time. It was running tremendously high figures. I don't have those figures handy right here, but that's why it was an emergency at the time.

If we are able to renew the program and make it a continuing program, which we would like to do, certainly your words are well taken and we would like to do that. I appreciate your mentioning it.

Mr. EVANS. Commander Shuman, you indicated that the associate degree program under the EVJTA terminated on December 31, 1984. Do you know how many veterans who have taken that associate degree training, which is prodominantly vocational, have found employment in the vocational objective which it was addressing?

Mr. SHUMAN. No, I don't. I just had the figure 44,000 who applied and 28,000 eligible who received approval to participate. But exactly how many, I don't know. I could get it, but I don't have it with me, sir.

Mr. EVANS. OK, if we could get that, because approximately $10 million was used. We want to know if that money was well spent.

Mr. SHUMAN. I'm sure it was.

Mr. EVANS. I just have one more kind of specific question. Mr. Archer, what about the disabled veterans? In terms of the numbers that have been placed, do you feel that the outreach and placement has been sufficient for our disabled veterans in proportion to the rest of the performance of the program?

Mr. ARCHER. I'm going to have to say that with the efforts here in Dade County, the 112 hires under disabled veterans seems a little low to me, because I do work with both Andy up in his shop and I do work with a lot of the DVOP's out in Dade County, and I do work with the vet center, hand in hand with all three of these agencies, and 112 sounds like a drop in the bucket throughout the State of Florida.

Mr. EVANS. Is there anything that should be done here to improve the outreach? What is that, do you think?

Mr. ARCHER. To tell you the truth, I'm with Andy. I haven't seen any PSA's. I don't stay up late enough, more than likely.

Mr. EVANS. You're probably not up Sunday at 2 a.m. watching——

Mr. ARCHER. Yes, or 3 a.m. or whatever it is.

Mr. EVANS [continuing]. Watching us politicians who are on those shows usually. [Laughter.]

Mr. ARCHER. It would seem to me there should be some more outreach to the TV stations and the radio stations themselves. As you probably know, the DAV do a lot of PSA's, and when I get them into my area, I personally contact these people at the TV and radio stations. I have a list, and when a new PSA comes out, I start calling. Whether this is being done or not, I have no idea.

I talked to Ed Finley about this. He assured me that they do have someone who is supposed to be doing this.

Mr. EVANS. I think it might be useful, and what I might take back to my district, is doing PSA's out of our congressional studio. I have done them in the past for military academies and some other special programs, maybe when we get the program extended some of the Members of Congress could try to make their own PSA's.

Sometimes having a PSA with a local face, we watch for them and have our staffs look for them, to make sure they're being played. We might be able to make the PSA's more effective and get them played more often. That might be something we could do.

Mr. ARCHER. Two of the channels here in Dade County are exceptionally receptive to the DAV PSA's, especially the one on handicapped parking. It is just a matter of a couple of phone calls. Normally, when you introduce yourself, you make a personal appear-

ance and they know who you are from then on out. We have had a lot of good response with that, and that would seem to be the way to go with this.

Mr. EVANS. Separate and apart from the Vietnam veterans' problem—and I probably would agree, that largely it is maybe a problem Vietnam veterans are facing—we do have a phenomenon in my district of older Korean veterans that have been laid off. Does anyone care to comment about how the participation of Korean veterans has been in the program?

Mr. ESTEVEZ. I find that we get very few Korean veterans. I think I ran one through our program at the VA hospital. Generally, the Korean vets, you see very little of them. I deal with other veterans besides EVJTA. I deal in all aspects of employment. I can honestly say the Korean vets are minimal, maybe one or two.

Mr. EVANS. Why would that be? Would it be because maybe some of the employment opportunities really are the minimum wage kinds and these are people maybe in their forties, fifties? I think that's a problem for the Vietnam era veterans.

Mr. ESTEVEZ. I don't believe so, sir. I think the Korean vet used his GI bill. Most of the Korean vets came back and used their GI bills. A large percentage of the Vietnam vets haven't used it.

Mr. EVANS. I would assume VVA then is also in favor of maybe an extension of the delimiting period so that those veterans can use——

Mr. KADYSZEWSKI. Yes, and we can work on that at the national office.

Mr. EVANS. So you would like to see that part of the continuation of the program as a whole, some way that those educational benefits could be used at this time?

Mr. KADYSZEWSKI. Yes, sir.

Mr. EVANS. I have nothing further.

Jerry?

Mr. SOLOMON. Mr. Chairman, someone mentioned—I don't know which one it was—that they had yet to see or hear a public service announcement concerning this program. That is one of the problems that we did run into in the hearings across the country. I think it is something we all ought to do, that locally, all of the individual posts—whether it be the VFW, the American Legion, Disabled American Veterans, VVA, or whatever—that perhaps you ought to help lean on the newspapers, radio, and television to get them to cooperate more. Not that they don't, but I have run into the same problem. I don't see them, either. I would like to see a lot more because I think we would be a lot more successful.

In regard to that, I know that all of your organizations—and I belong to most of them—I know you have an outreach program, which you have talked about here, in reaching the veteran and telling him about this program. But do you also have programs where you, as individual posts, reach out to the prospective employers to get them to be educated and knowledgeable about the program and to participate in it? Would any of you care to comment on that?

Mr. YONTS. Throughout the State we have 40 individual groups. We have a job action committee within the State of Florida and we try to have at least one person from each organization throughout

the State have public speaking engagements, be at the Kiwanis Clubs or chamber of commerce groups or other professional or industry-related organizations, to keep them informed of different job training activities, to hire veterans and take advantage of those different programs.

Mr. SOLOMON. Well, that's good. If each post and each organization throughout the country has a retired member with time on his hands or is available, if they could not only go to the Kiwanis Clubs, Rotary Clubs, et cetera, but just walk in and talk to a particular industry, particularly an industry that would really be receptive, because I find, as much publicity as I have given it back in my district, as one of the original sponsors of the legislation, that I find a lot of my people are naive and they don't know about it. That just amazes me. So any effort you could do along those lines would certainly be most helpful.

Mr. YONTS. Within the Vietnam Veterans of Florida State Coalition, we have found that when we do ask organizations, they are very receptive to having us go in and be informed of the different programs, and also of Vietnam veterans' problems.

Mr. SOLOMON. That's right, they really are, and I've had that same experience. I'm glad to hear that.

One other question. Is it a problem, or are you aware that it's a problem, of the delayed reimbursement payments to employers? Have you had complaints from veterans to you in particular about this?

I know there is a problem there, but I'm looking to see the extent of the problem. You haven't really heard that much about it, then.

Mr. ESTEVEZ. Most of the employers, sir, know that it is going to be a while before they get reimbursed. When we go in there, we sit down and talk to them and say it might take 4 to 6 weeks to get reimbursed. The people we have done contracts with, we haven't had any problems.

Mr. SHUMAN. I think most employers know that any time you do business with the Federal Government there is slow pay, so this is just one more time they're going to wait longer than normal. That's not anything new, is it?

Mr. SOLOMON. You're absolutely right.

Mr. HAIR. Have you ever tried to get your income tax refund back? [Laughter.]

Mr. SOLOMON. Mr. Chairman, I have a number of other questions, but I think all of these gentlemen would be willing to submit answers in writing if they are contacted.

I just want to commend all of you for coming here today. Your organizations in Washington—you know, the word "lobbyist" sometimes is a dirty word, but I don't think it is. Certainly the lobbying effort done by all of your organizations in Washington is invaluable to Members like myself and Lane. I want you to know they do a tremendous job down there. I know the VFW is coming soon, and the American Legion, to your annual conference, and we look forward to seeing you all down there. If you do come, feel free to come into my office anytime and I would by glad to buy you a cup of coffee.

Mr. EVANS. And we thank the panel for testifying, as well as thank all the other witnesses that have testified today.

We will have a statement by Daniel J. Cloutier, Sr., the national service officer of AMVETS, included in the record, because I understand he was not able to make it today.

[The statement of Daniel Cloutier appears at p. 82.]

Mr. EVANS. With that, we conclude our hearing. We appreciate everybody coming out today.

[Whereupon, at 12:20 p.m., the subcommittee was adjourned.]

APPENDIX

STATEMENT OF WILLIAM GRASER, ASSISTANT DIRECTOR TRAINEE, VETERANS ADMINISTRATION REGIONAL OFFICE, ST. PETERSBURG, FL

Mr. Chairman and members of the subcommittee, I am pleased to be here this morning to brief you on the administration and effectiveness of the Emergency Veterans Jobs Training Act of 1983 in the state of Florida. This Act establishes an emergency program of job training assistance for unemployed Korean conflict and Vietnam Era veterans and for other purposes. It addresses the problem of severe and continuing unemployment among veterans by providing incentives to employers to hire and train wartime veterans who have been unemployed for long periods of time.

The Veterans Administration has primary responsibility for promoting the development of employment and job training opportunities. The Act furthermore requires that the Veterans Administration and the Department of Labor conduct jointly, an outreach and public information program to inform eligible veterans and employers of the job training and employment opportunities provided by this law. The Regional Office, in consultation with the Department of Labor and Job Service, promote the development of job training opportunities for veterans by encouraging potential employers to make programs of job training under this Act available for eligible veterans, and by advising other appropriate federal departments and agencies of the program established by this Act.

The Act expanded the delimiting date extension currently authorized under Chapter 34 Title 38 U.S. Code, to permit veterans to pursue associate degree programs, provided that such programs are predominantly vocational in content. We have received 368 applications for extension of delimiting date and issued 209 awards for educational or vocational objectives (high school diplomas—9, vocational certificates—288 and associate degrees—12).

We have maintained close coordination with the Department of Labor and Job Service of Florida to assure the most efficient use of each agency's resources and to prevent unnecessary duplication.

Our efforts promoting Public Law 98-77 began on August 23-25, 1983. VA employees provided training at the annual Job Service of Florida Seminar and information was disseminated to 92 Disabled Veterans Outreach Programs (DVOPS) and five Department of Labor (DOL) Representatives. This was the beginning of a good working relationship with the Department of Labor and the State Job Service employees.

Our Veterans Services Officer attended a training seminar in Washington, DC, September 26, 1983, on the Emergency Veterans Jobs Training Act of 1983 with delegates representing Department of Labor and State Job Service. A rough draft of the Emergency Veterans Jobs Training Act of 1983 Technical Assistance Guide for implementation was provided to our Veterans Services Officer. It was edited and information was added to adapt it specifically to the St. Petersburg Regional Office. More than 200 copies of the Technical Assistance Guide were printed, placed in binders, and distributed to personnel involved in the implementation of Public Law 98-77. Copies were also issued to the personnel in our Education Liaison and Compliance Survey Units. In addition, distribution was made during the following training sessions:

A. October 13, 1983, a Public Law 98-77 Training Session was conducted at the St. Petersburg Regional Office for 21 Local Veterans Employment Representatives (LVER) and Disabled Veterans Outreach Personnel (DVOPS) from the local area.

B. October 25, 1983, Public Law 98-77 training was conducted by VA personnel at a meeting of the Vietnam Veterans Civic Council Subcommittee on Veterans Unemployment which was attended by three DOL personnel and representatives of the American Legion, AMVETS, Disabled American Veterans, Paralyzed Veterans of

America, Veterans of Foreign Wars, Small Business Administration, and the State of Florida Department of Veterans Affairs.

C. October 26, 1983, VA personnel conducted Public Law 98-77 training at St. Petersburg for a statewide group of 130 LVER/DVOPS and six Department of Labor officials.

D. October 27, 1983, VA personnel provided Public Law 98-77 training in St. Petersburg, Florida to approximately 250 persons including representatives from each of the 67 Florida Veterans County Service Offices and each of the major state organizations including the American Legion, AMVETS, DAV, PVA, VFW, DOL personnel, congressional aides, a special representative from the Governor's office and members of the Governor's Committee on Veterans Affairs.

VA personnel are always available to the Department of Labor and Florida Job Service offices to make liaison visits and conduct initial or refresher training for their employees. This has been done on a recurring basis since implementation of Public Law 98-77.

All personnel involved with the implementation of this Act have direct telephone access to the Compliance Survey and the Education Liaison Units where their questions are readily answered. Those Units have daily contacts with DVOP's and LVER's around the state to help speed the approval process and iron out any difficulties. As the result of an intensive training and ongoing contact with the Veterans Administration, the Job Service has submitted employer applications and job training outlines of high quality that rarely require any modification before final approval.

The Act provides counseling service by the Veterans Administration or State Job Service for veterans who are uncertain of their education or vocational objectives. As of February 1, 1985, we have received 1902 requests for counseling under this authority. As of the end of August 1984, we had received 1437 requests for counseling and had provided direct personal assistance in response to these counseling requests to 576 individuals (284 in individual counseling sessions and 292 persons counseled in group sessions). There were 775 individuals who did not respond to their counseling appointments and 179 who declined counseling assistance. We have 121 additional individuals who desire counseling from Vocational Rehabilitation and Counseling and who are being scheduled for assistance.

Less than ten percent of the jobs being offered are for occupations requiring new technological skills. The remaining jobs are equally divided between those in growth industries and those in which the demand for labor exceeds the supply.

The average starting wage is $6.00 per hour and the average length of training provided is twelve months.

We have had good cooperation with the news media, including numerous television appearances, regular radio announcements, as well as frequent newspaper articles. Another method used to disseminate information on this Act includes an information packet mailed to 5000 non-federal on-the-job training and apprenticeship training facilities currently approved under Chapter 34. This packet consisted of a cover letter, an employers application, a sample job training outline with return envelope. St. Petersburg Regional Office employees also telephoned employers advertising in the Help Wanted section of local newspapers to provide information about Public Law 98-77. This project resulted in the submission of a number of employer applications. This idea was suggested as a local project for local Job Service personnel.

Initially we began to accept applications from veterans and sent applications to employers, but advised them we could not process their applications until the program was funded. We subsequently received instructions from our Central Office regarding processing of applications and approval of programs. We began processing the applications on December 1, 1983. Our processing instructions required that the adjudication of each veteran's claim be completed within seven days of the date of receipt of the claim in the Regional Office unless further information was required. Once a determination of eligibility is made, a Certificate of Eligibility is mailed to the veteran, and eligibility information is mailed to the local State Job Service office to contact and assist the veteran in obtaining suitable employment. The veteran may either go to his local Job Service office or take his Certificate of Eligibility directly to employers to obtain a training position.

The Veterans Administration has approved job training and apprenticeship programs in Florida since October 1, 1980, when the State Approving Agency elected not to continue their contract for those programs. This activity is performed by our Compliance and Education Liaison Units in our Veterans Services Division. This gave us valuable experience in approving job training programs as Public Law 98-77

required. This expedited training Job Service employees in the development of job training programs to meet the requirements of this Act.

Employer applications are processed on a priority basis. In cases that can be approved or denied without further development, we respond to employers within ten work days of receipt of the application. However, if the employer has a veteran that he is ready to employ, we must repond to the employer within five days. Once a program is approved, we immediately notify the employer and the State Job Service in order for them to begin referring veterans for employment.

A statistical analysis of the program has been conducted. The information covers the period through February 8, 1985. The results of this analysis are as follows:

Employers' applications:	
Total applications received	1,731
Total applications denied	47
Total applications approved	1,658
Total number of job slots approved	3,509
Total applications pending processing	26
Veterans' applications:	
Total applications received	7,544
Total applications indicating a request for counseling	1,925
Total applications approved	6,329
Total applications denied	908
Requests for renewals of CoE or reapplication	274
Pending applications	307

Compliance Surveys are routinely conducted at approved training sites. The purpose of these surveys is to verify and assure the propriety of payments to employers. We have conducted 45 compliance surveys since May 1984. Of these surveys, it was found that 26 had at least one violation of approval criteria. This is an error rate of 58 percent, most of which were minor clerical errors. The total number of errors found was 40, categorized as follows:

Records not available for review	3
Veteran not training in approved program	1
No time card, incorrect wage, or training hours not reported	9
No progress records maintained	14
Facility or personnel not sufficient for training	1
Copy of the employer application and related documents were not furnished to veteran	10
Veteran was already qualified for the training objective	1
Veteran's employment displaced another worker	1
Additional survey data:	
Potential overpayment discovered as a result of compliance surveys	$3,286.62
Approved training programs withdrawn as a result of compliance surveys	3

We have referred one training facility to our Adjudication Division for an administrative decision regarding potential fraud under existing VA guidelines.

Mr. Chairman, as of January 31, 1985, Florida had 614 veterans placed in active training programs. We had approved 4,431 months of training. This equals 768,770 hours of training and obligates $2,282,385 payable to the employers to reimburse 50 percent of wages paid.

We realize that outreach at the local level is critical to the success of this program. A unified effort on the part of the Veterans Administration, Department of Labor and Job Service is essential in promoting both veteran and employer participation in this program.

Mr. Chairman, this concludes my formal presentation.

Mr. William (Bill) Bryant, Veterans Services Officer, Veterans Administration Regional Office, St. Petersburg, Florida, is available for any questions you or the Subcommittee may have at this time.

STATEMENT OF ROBERT I. CLARK, STATE DIRECTOR FOR VETERANS' EMPLOYMENT AND TRAINING SERVICE, FLORIDA, U.S. DEPARTMENT OF LABOR

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to appear before this Committee regarding the Emergency Veterans' Job Training Act of 1983 (EVJTA) and its implementation in the State of Florida. As State Director for Veterans' Employment and Training Service (SDVETS), Florida, I would like to

express my professional opinion that the EVJTA Program was, and is, a positive piece of legislation which addresses the problem of severe unemployment among Vietnam Era and Korean Conflict Veterans.

After reviewing the documentation to testify about the implementation of the EVJTA Program in Florida, I have noticed positive effects besides job matching under EVJTA. The publicity and outreach for the EVJTA Program helped the Job Service increase the placement of Vietnam Era and Disabled Veterans over last year by over 6 percent (see Attachment I). Many veterans who were eligible for the EVJTA Program were placed in jobs other than EVJTA. Based on a survey of all Job Service Offices in Florida during November, approximately 20-25 percent eligible veterans were placed in employment other than EVJTA. The Local Veterans' Employment Representatives (LVERs) and Disabled Veterans' Outreach Program Representatives (DVOPs) have gained valuable insight regarding their local employers, community based organizations and media which will assist all veterans in the future. Lastly, an open dialogue with the Veterans Administration (VA), County Veterans' Service Officers, Veteran Service Organizations, Veterans' Employment and Training Service (VETS) and Job Service of Florida, regarding the EVJTA Program, has established open lines of communications which will facilitate the employment and training opportunities for veterans throughout Florida.

The ecomony of Florida had shown signs of improving prior to the implementation of the EVJTA Program. Florida reported an unemployment rate of 10.4 percent for January 1983 and went down to 7.0 percent as of January 1984. The improvement makes it more difficult to interest employers. Also, Florida is a unique state whose three most important industries are tourism, agriculture and construction. Veterans are not interested in tourism or agriculture, as verified by the veteran active files reports, and the wage average of $4.23 has not changed that interest (see Attachment II). Construction may provide quite a few slots, but skilled craftsmen were being rehired after a long period of unemployment. Also, the migration of skilled persons from other states causes competition, and an employer will opt for experience because of construction deadlines.

Florida has placed 979 veterans as of February 1, 1985, and has attained 66 percent of its goal. Florida intends to meet or exceed its assigned goal of 1,476 job matches before September 1, 1985.

On September 25, 1983, I was briefed in Washington, DC, about the EVJTA Program, along with Bill Bryant, Veterans' Service Office, VA Regional Office, Florida. When I returned, I contacted the Job Service of Florida and coordinated the Training Sessions for all LVERs and DVOPs.

The initial problem of the availability of funding and the processing of veteran and employer approvals were immediately responded to by my office. We maintained a daily contact with the VA and the Job Service of Florida to inform them of those problems and tried to find solutions. The Program was off to an excellent start, as verified by the fact that Florida had 23 percent of all approved Programs in the Nation (see Attachment III).

The low number of job matches was a primary concern, and my staff was directed to include EVJTA as part of their evaluations. We found out that many LVERs and DVOPs were placing certified veterans in other types of employment because of the length of time it took to receive a Certificate of Eligibility. I called the VA and Job Service to share this information and was told by the VA the problem was being addressed. My staff was directed to promote the EVJTA as a priority. They were attending meetings of all LVERs and DVOPs, on a regional level, to facilitate the EVJTA Program. Also, we invited personnel from the VA to attend those regional meetings. A sample from January 10, 1985, is attached. This has been ongoing since March 1984 in many regional areas (see Attachment IV).

The outreach and publicity for the EVJTA Program was continuous by the Job Service, VA and VETS. The Job Service generated local publicity, both in print and on their local television stations. The Job Service contracted a minimum of 3,500 employers and made 75 presentations to veteran, civic, and business organizations. 70,000 EVJTA information cards were distributed throughout the State via Unemployment Compensation recipients. Billboards were placed throughout Orlando and Fort Lauderdale to advertise the EVJTA Program (see Attachment V). The VA was given press release on a weekly basis to promote EVJTA. USDOL/VETS sent out Public Service Announcements (PSAs) to all radio and television stations throughout Florida. VETS also distributed PSAs to Regional Managers for local advertisement. The PSAs were distributed in February 1984 and continued to be distributed throughout the year. On January 23, 1985, VETS distributed 350 PSAs regarding the EVJTA Program to all newspapers, radio and television stations throughout Florida (see Attachment VI). We intend to send a letter from the Governor to all

employers in Florida about the EVJTA Program with the Governor's endorsement. The Office of Public Information for the State of Florida has lined up interviews for VETS Staff to promote the EVJTA Program. The publicity was, and is, an ongoing activity which we will continue to prioritize as long as the EVJTA Program is in existence.

A major concern repeatedly voiced by the Job Service, employers and other organizations is the requirement that Vietnam Era or Korean Conflict Veterans be unemployed 15 out of the past 20 weeks. Florida's relatively low unemployment, compared to other parts of the Nation, has made that requirement perceived as very negative by some employers.

Recognizing that the Program is more attractive to small employers, the delay in processing paperwork has created many job slots with no hires. Employers want to hire now, not in two weeks.

I have been asked to submit information about the termination ratios for the EVJTA Program. The current information available from the VA is based on limited data and should not be interpreted as a true indication of the overall effectiveness of the Program. The data was given to us on two different dates, and perhaps if I supply both, a correlation may be seen (see tables below).

	January 15, 1985		February 1, 1985	
	Nationwide	Florida	Nationwide	Florida
Fired	13	22	18.5	19.2
Quit	22	30	28.8	29.0
Successful completion	12	15	18.5	16.6

Another category is Other, which includes those laid off, veterans who were already qualified and veterans awaiting final deposition, but there are unknown factors which could not give us a true indication.

The tables above demonstrate a positive trend for successful completions and a diminishing of unsuccessful termination. I caution you that the data is based on a limited sampling and could change substantially within two months.

Based upon the information I have received and documented, and upon years of experience with job training programs, my recommendations are that the EVJTA Program be extended another two years. The Program has begun to be accepted by employers and veterans, and it will become very effective given time. The termination rate of those who quit or were fired indicates that this Program is needed, and, with some modification, it will have a very positive effect on those veterans who need it the most.

I would recommend that the approval of employers be done at the local level. The success of the Job Training Partnership Act is an example that when employers are given assurances by local personnel, there is going to be a successful Program. Furthermore, a method should be devised to streamline the current process, because many small employers cannot wait three or four weeks to be assured of payments.

Lastly, it should be noted that there are many veterans who are eligible for this Program, but an on-the-job training program is not the total answer to their problems. The unsuccessful termination ratio verifies that we must be able to provide more intensive counseling, assessment, supportive services and follow-up. I believe that Programs currently available under JTPA, Title IV, Part C, would be the missing ingredient (see Attachment VII). People who have been unemployed for a sustained period of time often accept any form of employment to alleviate that situation. Therefore, we must help them make the best decision possible. If additional funding could be provided to JTPA, Title IV, Part C, I believe this could be a more complete Program which will respond to most of the veteran's needs.

ATTACHMENT I.—FLORIDA VETERANS REGISTERED WITH JOB SERVICE CALENDAR YEAR 1984 VERSUS 1983

	1st 6 Mo January to June 1984	1st 6 Mo January to June 1983	First 6 months		Calendar year 1983	Calendar year 1984 January to December
			Change 1984 vs. 1983	Percent change		
Classification						
Veterans and eligible	36,585	40,896	−4,311	−10.5	79,564	80,131

ATTACHMENT I.—FLORIDA VETERANS REGISTERED WITH JOB SERVICE CALENDAR YEAR 1984 VERSUS 1983—Continued

	1st 6 Mo January to June 1984	1st 6 Mo January to June 1983	First 6 months		Calendar year 1983	Calendar year 1984 January to December
			Change 1984 vs. 1983	Percent change		
Vietnam era vets	15,969	17,673	−1,704	−9.6	34,073	35,104
Disabled veterans	2,662	2,965	−303	−10.2	5,768	6,114
Special disabled veterans	955	997	−42	−4.2	1,929	2,175
Adjusted 1983 data:						
Veteran and eligible	36,585	40,827	−4,242	−10.4	80,588	80,131
Percent change 1984 vs. 1983						−0.6
Vietnam era veterans	15,969	17,541	−1,572	−9.0	34,527	35,104
Percent change 1984 vs. 1983						+1.7
Disabled veterans	2,662	2,994	−332	−11.1	5,772	6,114
Percent change 1984 vs. 1983						+5.9
Special disabled veterans	955	1,011	−56	−5.5	1,913	2,175
Percent change 1984 vs. 1983						+13.7
Placements:						
Veterans and eligible	12,463	11,590	873	+7.5	23,595	26,437
Percent change 1984 vs. 1983						+12.0
Vietnam era veterans	5,661	5,310	351	+6.6	10,701	12,097
Percent change 1984 vs. 1983						+13.0
Disabled veterans	1,000	945	55	+5.8	1,897	3,311
Percent change 1984 vs. 1983						+16.6
Special disabled veterans	370	NA			NA	835

ATTACHMENT II.—FLORIDA PROFILE OF JOB OPENINGS RECEIVED, VETERAN ACTIVE FILE, AND INDIVIDUALS PLACED IN JOBS BY INDUSTRIAL AND OCCUPATIONAL CATEGORY AND DIVISION AND AVERAGE HOURLY WAGE RATE (RANK), JULY 1984–DECEMBER 1984

	Openings received	Percent total	Rank	Veterans active file	Percent total	Rank	Total individuals placed	Percent total	Rank	Veterans placed	Percent total	Rank	Average hourly wage placed
Occupational category:													
0–19 Prof. tech. and mgrl.	14,708	7.5	6	6,185	19.5	2	8,473	6.9	6	919	6.6	6	6.05
20–24 clerical	33,860	17.23	2	3,053	9.6	5	21,886	17.7	2	1,270	9.1	5	3.84
25–29 sales	10,398	5.3	7	1,654	5.2	7	5,731	4.6	7	609	4.4	8	3.86
30 domestic	5,718	2.9	10	36	0.1	11	4,383	3.6	8	124	0.9	11	5.30
31–39 services	43,265	22.0	1	3,450	10.9	4	27,549	22.3	1	2,262	16.3	3	3.59
4 farm, fish, forestry	15,862	8.1	5	556	1.3	9	10,301	8.3	5	591	4.1	9	3.89
5 processing	5,030	2.6	11	239	0.8	10	3,161	2.6	11	250	1.8	10	3.79
6 machine trades	7,315	3.7	9	2,689	8.5	6	4,084	3.31	10	1,290	9.3	4	5.12
7 bench work	7,464	3.8	8	723	2.3	8	4,112	3.33	9	625	4.5	7	4.13
8 structural	33,238	16.9	3	7,795	24.6	1	19,719	16.0	3	4,772	34.3	1	4.85
9 miscellaneous (motor freight, transportation, packaging material handler)	19,711	10.0	4	4,408	13.9	3	14,078	11.4	4	2,917	21.0	2	4.32
Total	196,569	100.0	.....	31,748	100.0	.....	123,477	100.0	.....	13,910	100.0	.....	4.26
Industrial division:													
Agriculture, forestry, fishing	17,352	8.8	6	.....	.....	.....	10,633	8.6	6	444	3.2	9	3.76
Mining	1,386	0.7	10	.....	.....	.....	269	0.2	10	71	0.5	10	5.90
Construction	20,862	10.6	5	.....	.....	.....	12,311	10.0	5	3,025	21.8	2	5.17
Manufacturing	20,997	10.7	4	.....	.....	.....	13,109	10.6	4	2,540	18.3	4	4.53
Transportation, utilities	4,737	2.4	9	.....	.....	.....	2,982	2.4	8	943	6.8	5	5.32
Wholesale/retail trade	49,908	25.4	2	.....	.....	.....	29,956	24.3	2	2,928	21.1	3	3.73
Finance, insurance, real estate	6,151	3.1	8	.....	.....	.....	2,943	2.4	8	538	3.9	8	4.51
Services	58,551	29.8	1	.....	.....	.....	42,714	34.6	1	3,716	27.2	1	4.34
Public administration	16,625	8.5	7	.....	.....	.....	8,560	6.9	7	615	4.4	7	3.96
Government	27,070	13.8	3	.....	.....	.....	18,528	15.0	3	884	6.4	6	4.42
Total	196,569	100.0	INA	.....	.....	.....	123,477	100.0	.....	13,910	100.0	.....	42.6

Source.—ESARS tables 9, 10, 16.

[Attachment III]

VETERANS ADMINISTRATION,
St. Petersburg, FL.

LVER's AND DVOP's
State of Florida, Department of Labor and Employment Security, Bureau of Employment Services.

DEAR LVER's AND DVOP's: If you haven't heard the word, Florida is Number 1 in Emergency Veteran's Job Training Act (EVJTA) approvals. In mid-December we had 23% of all approved programs in the nation. This means that about 1 out of every 4 approvals in the nation comes from right here in the Sunshine State. [illegible] in the V.A. realize that you are responsible for this distinction. Since employer approvals translates to jobs for unemployed veterans, we are doubly proud of your achievements thus far.

It's a great feeling to be #, but we're not content to just rest on our laurels. Right now we have more veteran applicants than we have training programs approved. We would like to see that ratio at a solid 1 to 1, a job training program for every veteran that needs one. With your continued help we are confident that this goal can be met.

The Compliance Survey Unit at this regional office can assist you with information, ideas, and helpful hints on how to make this program work more efficiently—both for you and our Florida employers.

In the months ahead we will share this information with everyone involved in the program. Therefore we are happy to announce our first ever Good ene Newsletter. Remember, Hiring Veterans Makes Good ene.

In the enclosed newsletter you will find some fresh ideas and suggestions on how you can increase employer participation in the EVJTA.

We need more of your ideas—if you have a particular method or technique in locating and contacting Florida employers that works for you—let us know! We'll be happy to share it with your counterparts throughout the state.

[Attachment IV]

REPORT OF OFFICIAL TRIP

Traveler: Stanley A. Seidel, ASDVET.
Date of Travel: January 10, 1985
State/region: Florida/IV
Destination: Panama City PIC Office.

Participants—Jerry Bonanna, V.A. Compliance Survey Unit. All LVERs and DVOPs, of Region I. Ann Loadholtz, Administrative assistant, Region I.

Topics discussed—EVJTA, JTPA, Performance Standards and Veterans Reemployment Rights.

Problem areas covered—EVJTA.

Results accomplished—Veterans staff will prioritize their outreach to veterans for participation in the EVJTA program until February 28, 1985. A better understanding of the V.A.'s approval process for veterans and employers application.

Other comments—During the meeting the "Veteran Services Performance Standards" was discussed. The new standards are not viewed favorably by the veteran staff. The most prevalent reasons were (1) the new standards do not reflect the preference shown veterans by the local Job Service Office; (2) the inclusion of all applicants over the age of twenty-two (22) since the vast majority of veterans are males.

Signs placed in 4 locations in the Orlando area.

ATTACHMENT V

[Attachment VI]

VETERANS' EMPLOYMENT AND TRAINING SERVICE,
Tallahassee, FL, January 23, 1985.

DEAR DIRECTOR OR EDITOR: Your immediate assistance is urgently needed to contact unemployed Vietnam Era and Korean Conflict Veterans within your community. The last day for an unemployed Veteran to apply for participation in a federally funded program called "The Emergency Veteran in Job Training Act" is February 28, 1985.

Your past support regarding the promotion of employment opportunities for Veterans is appreciated. Enclosed are two Public Service Announcements (PSA) designed to reach both the unemployed Veteran in need of training and Employers seeking to fill existing job openings.

We hope you will concentrate your efforts on the PSA targeted for Veterans until February 28, 1985, because of the time constraint. After February 28, 1985, we hope you will continue to broadcast the PSA aimed at Employers, since they can apply and participate until September 1, 1985.

Thank you for your cooperation.

Sincerely,

ROBERT I. CLARK,
State Director for Veterans' Employment and Training Service, Florida.

Enclosures.

[Attachment VI-A]

NEWS FROM THE STATE OF FLORIDA, DEPARTMENT OF LABOR AND EMPLOYMENT SECURITY, OFFICE OF INFORMATION

If you're an employer and have an opening you need to fill, there's something you ought to know. If you're willing to train an eligible veteran to do the job, your business can be reimbursed fifty percent of the starting salary up to ten thousand dollars. Training should last at least six months . . . and your only obligation is to retain the veteran once he's trained. Eligibility is limited to Vietnam and Korean war veterans. For details, contact your nearest Job Service of Florida or Veterans Administration office.

If you're a veteran who served in the Vietnam or Korean war and you are unemployed, help could be on the way. The Emergency Veterans Job Training Act provides money to employers willing to train veterans in certain high growth fields where there's a shortage of available labor. If you qualify, you'll be taught new technical skills and be guaranteed a job once training is complete. To find out more, contact your nearest Job Service of Florida or Veterans Administration office.

[Attachment VII]

BROWARD EMPLOYMENT AND TRAINING ADMINISTRATION,
Fort Lauderdale, FL, January 28, 1985.

Re: Grant E-9-M-4-0073.

Mr. ROBERT I. CLARK,
State Director for Veterans Employment and Training,
U.S. Department of Labor, Tallahassee, FL.

DEAR BOB CLARK: Attached for your review is the quarterly Technical Performance Report on the Job Training Partnership Act (JTPA) Title IV-C program administered by the Broward Employment and Training Administration (BETA), including the Financial Status Report 269 for the period ending December 31, 1984. The Report indicates the total In-kind contributions as matching funds in accordance with our original approved budget, and as provided in 41 CFR part 29-70.206. The In-kinds were provided, in part, through JTPA II-A funds applied to recorded staff hours as reflected on the bi-weekly time sheets.

Also enclosed is an original and four (4) copies of Form 272, Federal Cash Transactions Report for the period April 4, 1984 to December 31, 1984.

Please advise if further information will be required with this Report.

Sincerely,

ROBERT D. JOHNSTON, *Executive Director.*

P.S. The January issue of the Newsletter which covers the 3rd Quarter will be sent to you with a picture of the billboards within the next week.

VETERANS PROGRAM—TITLE IV-C JTPA QUARTER III PERFORMANCE REPORT
OCTOBER–DECEMBER 1984

A. EMPLOYMENT AND TRAINING SERVICES

Services to be provided to Veterans under this grant include assessment and counseling services to two hundred fifty (250) Veterans. As of December 31, 1984, two hundred seventy seven (277) Veterans have been served through the assessment and counseling component. This has resulted in one hundred eighty two (182) enrollments in the Veterans Program.

The grant calls for seventy two (72) Veterans to be enrolled in On-the-Job-Training (OJT). Ten (10) of the Veterans to be served through OJT are to be disabled Veterans with service-connected disabilities. To date, one hundred twenty-five (125) have been enrolled in OJT; six (6) of these Veterans are disabled with certification of disability in participant files while five (5) others are disabled and we are waiting for certification from the Veterans Administration.

Our plan calls for fifty-five (55) Veterans to be placed in unsubsidized employment. As of December 31, 1984, eighty-four (84) Veterans have been placed in unsubsidized employment. Forty-nine (49) of these placements were Title IV-C and thirty-five (35) placements were in Title II-A. The number of Veterans placed in unsubsidized employment will increase as they complete training.

The following chart illustrates performance (plan versus performance).

	Cum plan	Cum actual	Cum percent of plan
Total number of participants to be served	250	277	110
Total number of disabled veterans to be served	10	11	110
Total enrolled in on-the-job-training	72	125	174
Total placements in unsubsidized employment	55	84	153
Placement rate			91

B. INFORMATION CAMPAIGN

Please see exhibit A.

C. ENHANCEMENT OF OTHER EXISTING VETERANS SERVICES

The Veterans Employment Task Force met on November 21, 1984 and continues to provide input on recruitment and exchange information about the various programs that serve Veterans. BETA, Operation Vets staff have spoken at the Vietnam Veterans of America (VVA), Disabled American Vets (DVA) and the Veterans Center for Outreach.

The ongoing linkage between the Job Service of Florida and BETA continues on a daily basis and insures that Veterans receive the best possible services.

The Veterans Needs Analysis is in the final stage and will be completed during the Fourth Quarter.

The Employer of the Third Quarter Award will be presented at the BIC Breakfast on January 31, 1985 to Acousti Engineering of Florida.

[Exhibit A]

INFORMATION CAMPAIGN

There were three major media projects occurring in the third quarter of Program Year 1984 for Operation Vets: The information Bivouac/Photomural Display; the billboard campaign; and the bidding and designing of the second issue of the program's newsletter, Vetsline.

INFORMATION BIVOUAC/PHOTOMURAL DISPLAY

The Bivouac Display was a cooperative effort, sponsored by BETA's Operation Vets Program, in partnership with Congressman E. Clay Shaw, Jr.'s office, the Vietnam Veterans of America Chapter 23, the Fort Lauderdale Veterans Outreach Center, and seventeen public and private institutions which contributed to the informational portion of the event.

The event itself was held at Port Everglades which, through the support of its Director and Port Everglades Association Executive Director Margaret Collins (Chair, BETA Industry Council), contributed space and assured security and maintenance staff assistance. The location at the Port was ideal. Building 22/24 was turned over to the Bivouac/Display team, with space for the photomural display and associated counseling services, and a comfortable area in which to hold the Information Bivouac apart from but linked to the other sections of the event.

The Operation Vets Information Specialist designed and wrote ads for the event which were placed in local papers beginning five days prior to the opening (October 7th) and running through the third day of the function (October 13th). News releases were sent out to all local media on October 8th; these were coordinated with releases being sent by Port Everglades' Director of Marketing and Services and Congressman Shaw's office. Letters were also sent to local businesses informing them of the Bivouac, several of which contributed services free of charge.

All Operation Vets staff participated in coordinating the Information Bivouac with the private and public institutions which were contributing staff and information over the four-day period. Operation Vets staff also worked on the Bivouac according to a pre-arranged schedule, together with BETA counseling staff from the three career centers.

The Bivouac/Display was a success. In terms of numbers, between 10,000 and 12,000 saw the Display, 7,000 attended the Bivouac. All of the Operations Vets folders providing information (200) were taken, many by interested employers, who spent time talking to BETA counseling and marketing staff. The Outreach Specialist for Operations Vets personally talked to 200 Veterans over a four-day period, many of whom approached the program afterwards for services.

THE BILLBOARD CAMPAIGN

The billboard campaign was designed to work together with other facets of the media plan on-going at that time, which was deliberately concentrated to give the program high visibility in its second/early third quarters and establish it, through this visibility, as a recognized and viable employment and training resource for Veterans. The time frame ran as follows:

Third Quarter Media Projects

Oct. 7-14: Information Bivouac/Display—advertising, press coverage, high visibility through signs and staff participation at event.
Oct. 10–Dec. 10: Billboards.
Nov. 1: Second issue of Operation Vets coffee cups.
Dec. 31: Second issue of Vetsline goes to press.

The plan succeeded. By the first week in November, through this concentration of various types of media tools, implemented by a strong counseling and placement effort, Operation Vets was an established credible program in the minds of employers and Veterans, as well as other agencies, the press, and the general public. It had achieved acceptance as a legitimate resource for resolving employment and training problems for those Veterans in need of assistance.

The billboard concept was simple, designed to get the program message across in as few words as possible, using the program logo for identification. The Information Specialist's initial idea was refined by a local advertising agency, Callandra, Zimmerman and Howard, which donated their design services for the project.

It was recommended that the smaller poster panel billboards be used, with a live area space of 8'8" by 19'6", since more County-wide coverage could be achieved for the money. Nine sites were selected at key highway locations from Hillsboro Blvd. (in Deerfield Beach, north county) to Pembroke Road (in Hollywood, south county). Operation Vets contracted for two months of exposure, beginning October 10th (the day before the opening of the Bivouac/Display) through December 10th. In some instances where space has not been re-sold the Operation Vets billboards are still up at no additional cost to the program. This extra play frequently happens with billboards of this size.

VETSLINE

Preparation for the second issue of Vetsline, the program's newsletter, began the last week of October. This issue had to be re-bid because the bid for the first newletter was offered in combination with printing the brochure and did not include future issues. The bid was submitted and advertised in accordance with BETA procedures. Three bids were received and a printer recommended by November 28,

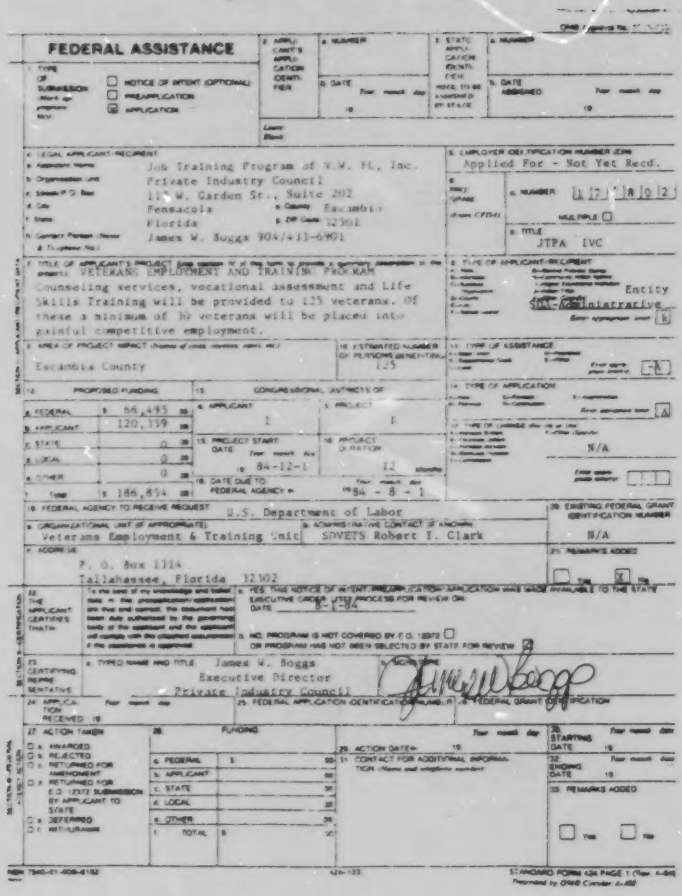
1984, by which time the preliminary layout had been done and the written and photographic materials prepared. It was decided to go to an eight-page newsletter this issue, with an option to reduce or expand size as needed per issue, and to use color photos. For the second issue, color is used on the cover only. The cover itself is particularly dramatic and will, with distribution, underwrite the program name in a memorable way with Veterans, other local agencies, and Broward employers, as well as having potential as a tool to share with other SDA's nationwide. Veterans contributed to this issue, both with text and pictures. The cover photo was donated by a Vietnam Veteran.

OTHER

There remains the ongoing task of continuing to firm up relationships with other Veterans organizations, particularly those involved in the Veterans Task Force, as well as with local employers. These efforts are an integral part of the daily workday.

It should be noted that enrollment in Title IV-C has been frozen since we are at 174% of the goal and all IV-C funds for OJT have been allocated. Veterans are still being enrolled under Title II-A. The Employer Third Quarter Seminar was cancelled since all OJT funds have been allocated.

Attachments.



FEDERAL ASSISTANCE

TYPE OF SUBMISSION: NOTICE OF INTENT (OPTIONAL); PREAPPLICATION; APPLICATION

2. APPLICANT'S APPLICATION IDENTIFIER

3. STATE APPLICATION IDENTIFIER

5. DATE ASSIGNED

a. LEGAL APPLICANT/RECIPIENT
Job Training Program of W.W. FL, Inc.
Private Industry Council
11 W. Garden St., Suite 202
Pensacola — Escambia
Florida — 32501
James W. Boggs 904/411-6901

8. EMPLOYER IDENTIFICATION NUMBER (EIN): Applied For - Not Yet Recd.

9. TYPE OF APPLICANT/RECIPIENT: Entity — Administrative

10. TITLE OF APPLICANT'S PROJECT: VETERANS EMPLOYMENT AND TRAINING PROGRAM

11. DESCRIPTIVE TITLE OF APPLICANT'S PROJECT:
Counseling services, vocational assessment and Life Skills Training will be provided to 125 veterans. Of these a minimum of 30 veterans will be placed into gainful competitive employment.

12. AREA OF PROJECT IMPACT: Escambia County

13. ESTIMATED NUMBER OF PERSONS BENEFITING: 125

14. TYPE OF ASSISTANCE

15. TYPE OF APPLICATION: A

16. PROPOSED FUNDING

a. FEDERAL	$ 66,495
b. APPLICANT	120,359
c. STATE	0
d. LOCAL	0
e. OTHER	0
f. TOTAL	$ 186,854

17. CONGRESSIONAL DISTRICTS OF: a. APPLICANT 1; b. PROJECT 1

18. PROJECT START DATE: 84-12-1

19. PROJECT DURATION: 12 months

20. DATE DUE TO FEDERAL AGENCY: 1984 - 8 - 1

21. N/A

22. FEDERAL AGENCY TO RECEIVE REQUEST: U.S. Department of Labor
a. ORGANIZATIONAL UNIT: Veterans Employment & Training Unit
b. ADMINISTRATIVE CONTACT: SOVETS Robert T. Clark
c. ADDRESS: P. O. Box 1314, Tallahassee, Florida 32302

23. EXISTING FEDERAL GRANT IDENTIFICATION NUMBER: N/A

24. REMARKS ADDED: No

25. THE APPLICANT CERTIFIES THAT: To the best of my knowledge and belief, data in this preapplication/application are true and correct, the document has been duly authorized by the governing body of the applicant and the applicant will comply with the attached assurances if the assistance is approved.

a. YES. THIS PREAPPLICATION/APPLICATION WAS MADE AVAILABLE TO THE STATE EXECUTIVE ORDER 12372 PROCESS FOR REVIEW ON DATE 8-1-84

b. NO. PROGRAM IS NOT COVERED BY E.O. 12372

OR PROGRAM HAS NOT BEEN SELECTED BY STATE FOR REVIEW

26. CERTIFYING REPRESENTATIVE: a. TYPED NAME AND TITLE: James W. Boggs, Executive Director, Private Industry Council

c. SIGNATURE: James W Boggs

27. APPLICATION RECEIVED

28. FEDERAL APPLICATION IDENTIFICATION NUMBER

29. FEDERAL GRANT IDENTIFICATION

30. ACTION TAKEN: a. AWARDED; b. REJECTED; c. RETURNED FOR AMENDMENT; d. RETURNED FOR E.O. 12372 SUBMISSION BY APPLICANT TO STATE; e. DEFERRED; f. WITHDRAWN

31. FUNDING

a. FEDERAL	$
b. APPLICANT	
c. STATE	
d. LOCAL	
e. OTHER	
f. TOTAL	$

32. ACTION DATE

33. CONTACT FOR ADDITIONAL INFORMATION (Name and telephone number)

34. STARTING DATE

35. ENDING DATE

36. REMARKS ADDED: Yes / No

424-102

STANDARD FORM 424 PAGE 1

ATTACHMENT VII-A

STATEMENT OF THE PROBLEM

Southeastern Rehabilitation Services clearly understands from experience and professional involvement the training and employment needs of service connected disabled veterans. Vietnam era veterans and veterans recently separated from active duty. The transition from military to civilian life can present significant adjustment problems which are compounded by a tight economy and often times non-transferable skills from military to civilian occupations. In many cases, the veteran is at an extreme disadvantage in competing for jobs because he/she may lack appropriate job seeking skills and knowledge of how to access the job market for employment commensurate with abilities. In this situation, the veteran can sustain a long period of unemployment or under-employment. Either of these situations can compound with a variety of negative factors already confronting the veteran relative to a transition to civilian life. These problems are particularly acute for veterans with service connected disabilities.

Many problems facing the target population could be avoided by proactive intervention and professional involvement. The role of vocational rehabilitation, hence vocational services, is to assist the service recipient to move into as independent a functioning level as possible. This is usually employment. But on the road to re-employment, it is often times necessary to address factors such as personal adjustment problems, poor self-concept, lack of appropriate job seeking and retention skills, and disabling conditions if success is to be expected.

Employment will receive referral to appropriate counseling, medical, or other supportive services offered through existing community resources.

Program procedures will consist of intake processing, vocational assessment, life skills counseling, job placement and follow-up. Process of service delivery will occur as follows:

(A) Intake processing.—It is proposed that intake processing occur at Southeastern Rehabilitation Services' Town and Country Plaza location. During intake processing, eligibility to participate in the program will be determined by the case manager who will review referral data obtained from military out processing units, Veterans Administration, other community resources and self-report by veterans. All self-reported data will be verified.

Admission criteria will be addressed towards veterans with a service connected disability, veterans of the Vietnam era and veterans who are recently separated from military service (180 days) and have need for program intervention. Eligibility for participation will be restricted to only those veterans meeting criteria for participation who have a specific need for these services.

(B) Case management.—Case management functions will commence once the program participant has been determined as eligible for participation in the program. The case manager will evaluate the veteran's specific program needs and act as facilitator/coordinator to insure either appropriate service delivery or referral to an existing community resource if need exists. Case management function will include arranging for services, follow-up during and after services, and periodic re-evaluation to determine either need for further programming or job placement.

(C) Vocational assessment.—For those veterans requiring a vocational assessment to determine existing skills, feasibility for employment in a variety of occupations, and employment readiness, a vocational evaluation will be provided upon the recommendation of the case manager. It is estimated that forty (40) individuals will derive benefit from this service during the course of the program. The vocational assessment is a two (2) to three (3) day service, which utilizes standardized testing procedures to determine vocational aptitudes, abilities, interest, skill levels, and appropriate occupations.

In conjunction with the vocational assessment, a computerized information system for vocational decision making, the Career Match System, will be utilized. The Career Match System incorporates information obtained from vocational assessment, counselor judgment, and individual work history to filter out appropriate occupations given assessment variables. Thus, it is possible to utilize this highly specialized computer system to appropriately match specific jobs in accordance with the veteran's physical capabilities, interests and vocational aptitude. Lakeview Center, Inc. holds the Escambia County franchise for this system.

(D) Life skills training and support services.—The Life Skills Training and Support Services system provides specific skills, and attitude improvement techniques vital to the successful acquisition and maintenance of employment of the civilian world. This program as provided in two (2) distinct phases which are oriented

toward assisting the participant to obtain and maintain gainful, competitive employment.

The first phase, Life Skills Training, will follow the vocational assessment and focus upon assisting the participant to acquire skills necessary to being successful in an employment situation. Training will address social skills, positive attitude development, communication skills, personal effectiveness, interviewing, stress management, problem solving, and decision making.

Phase I of the Life Skills Training system will provide sixteen (16) hours of training delivered in two (2) hour sessions twice a week for four (4) weeks. Participant selection will be completed by the first week of each month.

Phase II of the Life Skills Training system will consist of motivational and support services designed to aid program participants during the difficult period of job search, interviewing and initial job placement. These groups will be operated once a week for two (2) hour sessions beginning approximately during the third month of this program and extending to the final month of the contract. Groups will be held in evenings at appropriate facilities.

Three (3) separate groups will be offered, each staffed by one (1) skills professional.

The Life Skills Training system will address special needs of the participant which may warrant either individual or more intensive services. However, the designed intent of this program is to assist the veteran to return to a gainful employment situation with a positive attitude and to provide him/her with necessary skills and support for job retention.

(E) Job placement.—Program participants who are job placement ready will work closely with the case manager, who will function as a job placement specialist to insure positive movement of the caseload into competitive employment. The case manager will function as the job placement specialist and will perform job development in which job opportunities appropriate to each veteran's unique skill and ability are obtained. The major objective of the case manager/job placement specialist is to obtain employment opportunities which are appropriate to the demonstrated skills and vocational abilities of each individual program participant.

It is expected that not less than thirty (30) program participants will be returned to competitive employment during the course of this contract. A job placement will be considered successful at the conclusion of sixty (60) days of continuous employment and no job related problems are existing or anticipated.

(F) Post-placement follow-up.—The sixty (60) day follow-up period after placement has occurred is highly important to success on the job. It is during this period of time that the participant will be adjusting to his/her new employment setting. The case manager/job placement specialist will closely monitor each participant's success. Program participants who are placed on the job but have continued need for intensive support services will be referred to the Life Skills Support Group of the Life Skills Training system to address factors which may be impacting upon continued employment. The following is an action plan highlighting program sequencing and time frames in which this program will be implemented and operated.

ACTION PLAN

A. Program Intake:

a.1. Develop proper forms and program tracking materials. Dec. 1984–Jan. 1985.

a.2. Align SRS internal procedures to accommodate programming. Dec. 1984–Jan. 1985.

STATEMENT OF ERNEST S. URASSA, CHIEF, BUREAU OF PLACEMENT, DIVISION OF LABOR, EMPLOYMENT AND TRAINING, FLORIDA DEPARTMENT OF LABOR AND EMPLOYMENT SECURITY

Mr. Chairman, there has been a definite commitment of the Job Service of Florida to make the Emergency Veterans Job Training Act (EVJTA) a success. All Job Service personnel agree, from top management to the local office DVOP, that the EVJTA is an excellent program, providing needed assistance to a most deserving group of veterans and it deserves the support of every one.

Florida's assigned goal of EVJTA placements is 1,476. As of the close of business on January 31, 1985 we have placed 979 veterans or 66% of our goal. All local Job Service offices have been urged to exert extra effort to reach the goal. I feel sure that in the closing months of the program, Florida will be very close to its goal. This statement is made, not to placate this committee, but it is based on past production in the field and an honest forecast of future production.

Compared to other states, Florida is in a unique position with regard to jobs, unemployment and types of industries. For example, the three most important industries in our state are tourism, agriculture, and construction.

Even though tourism and agriculture provide thousands of jobs, they are not the type of employment that most of our Korean or Vietnam Veterans are interested in. Remember the Korean Veteran is now in his 50's and the Vietnam Veteran is now in his upper 30's to low 40's.

Construction, which includes a variety of jobs, is a field that lends itself well to Veteran employment. The jobs require trained, skilled people. Many highly skilled workers in this field leave their northern homes where construction is curtailed or completely stopped in the winter to come to Florida and find work. These people compete with the EVJTA Veteran for jobs. Unless an employer has really been sold on the program and sees it to his advantage to hire an EVJTA Veteran, he may opt for experience. The chances are good, however, the qualified person who gets the job may well be a Korean or Vietnam Veteran himself.

It is paradoxical, but the improvement in the economy over the past 14 months actually makes it more difficult to interest employers and veterans. The unemployment rate in Florida, adjusted seasonally, dropped from 8.2% in October 1983 to 6.2% in January 1985. (Florida has always had a better unemployment rate than the nation as a whole). The reduction of the unemployment rate reduces the inventory of unemployed veterans and makes it easier for Veterans to find employment outside EVJTA. The Job Service records show that 20-25% of EVJTA certified Vets found jobs other than through EVJTA.

These are barriers or, if you will, "anti-forces", that exist outside the government. Inside government there are also forces which tend to compete with EVJTA. There are two programs available, an OJT contract through JTPA, and the TJTC program. Both of these programs are viewed by the private sector as easier to deal with and less complex.

The fact that a veteran must be unemployed for 15 of the last 20 weeks works a hardship. A Veteran, who may have taken a very menial job, just to keep body and soul together, is precluded from becoming a certified EVJTA applicant. By the same token, some employers are not particularly interested in an applicant who has been unemployed for four or five months. Whether this attitude is right or wrong is not important here, the fact is that it does exist in some instances.

National contracts executed by the VA, while not an "anti-force", do present a problem. These are slots over which the Job Service has no control. Recently the VA negotiated a national contract with Wendy's International, a fast food chain. The slots are for a restaurant manager, working 48 hours a week at approximately $4-$5 an hour. With all due respect to Wendy's, a fine organization, these are not positions that Korean and Vietnam Veterans are rushing to fill. A visit to any Wendy's will show the employees to be a very young work force. As I said before, the Korean Veteran is in his 50's and the Vietnam Veteran is in his late 30's or early 40's.

Employers are impatient people. When the decision is made to hire, the time is now. An employee is an important cog in their production wheel. A missing cog slows production and costs go up. When the employer agrees to the program, makes a training schedule, and submits it to the Regional VA office in St. Petersburg for approval, a minimum of two, possibly three weeks have passed. Now, unless the Job Service has an applicant who meets the requirements of the employer for immediate referral, more time is lost. If a qualified worker turns up from another source, the employer may opt to hire him and get his production back on schedule. If the employer does hire a Veteran through the EVJTA, he must send his letter of intent to Houston and three to four weeks may pass before the employer hears that his program and the employee have been accepted and the money allocated to reimburse him. However, the employer is protected since the reimbursement is made retroactive to the hiring date.

There is a risk, however, that the employer may choose not to accept. The risk is that the employee may not be accepted, then the employer is left high and dry with an employee he may not have hired under normal circumstance. Admittedly, the risk is not great, but it still may be more than some employers are willing or can afford to take.

To some extent the program was penalized at the beginning by what could be termed a "false start". After training, the LVER's and DVOP's went into the field signing up employers and veterans. However, rumors were circulating that the VA was rejecting employer certifications due to lack of funding. The LVER's and DVOP's were not advised that funding was available until December 6, 1983. A paperwork bottleneck also contributed to a slowdown. Employers who are always in-

terested in the "now", hired veterans through other sources than EVJTA at that time.

There is one more "Competitor" on the government side. The Job Service of Florida is charged wth the responsibility of meeting, or if possible, exceeding the minimum Veteran Services Performance Standards as negotiated with the U.S. Department of Labor. The State Director, Veterans Employment and Training Service (SDVETS) monitors the JS offices to ensure that these standards are being met. These performance standards, by direction of USDOL are to receive top priority. The amount of time required to develop an EVJTA slot and place a qualified veteran has a tendency to cause the performance standards to suffer. While every effort has been made and will continue to be made in placing veterans in the EVJTA program, it is also necessary that our efforts be directed to maintaining these high priority veteran performance standards.

While these conditions I have listed, in and of themselves, would not scuttle the program, time and effort had to be expended to overcome employer objections. Unfortunately, in the eyes of many employers, many government programs are considered suspect until proven otherwise.

Actually, Florida has been maintaining a steady pace in EVJTA placements. In the past 14 months (December 1983 through January 1985), we have maintained an average of 70 placements per month. If we continue at this level, we will meet our goal of 1,476 placements (matches). As of January 28, 1985, we have 1,554 approved employers representing 3,570 slots. There are 6,171 veterans certified eligible for EVJTA.

That is why my forecast for the remaining months of the program is optimistic. With the continued effort at the local level, I feel certain Florida will be among the leaders.

STATEMENT FROM LARRY ASHLOCK, PH.D., TEAM LEADER, MIAMI VET CENTER

Mr. Chairman, the Vet Center program was established by Public Law 96-22 in 1979. Public Law 98-160 extended the program through FY 1988. The program was established following a determination that substantial numbers of Vietnam Veterans had not satisfactorily completed post-war recovery and readjustment processes (VA Circular 10-84-209).

The goal of the Vet Center program is to provide a wide range of services including counseling, outreach, consultation, education, and referral. Vietnam-Era Veterans who served in military service between August 5, 1964, and May 7, 1975, with other than dishonorable discharges are eligible for services.

The primary problem presented by Vet Center clients is Post Traumatic Stress Disorder (PTSD). This disorder is characterized by the following principle symptoms:

(1) Re-experiencing of the trauma;

(2) Numbing of responsiveness with reduced involvement with the external world; and

(3) Painful mental and physical responses that are the result of increased psychological stress.

The veterans who present themselves at the Miami Vet Center with symptoms of PTSD frequently have many other life problems such as family problems, substance abuse, legal difficulties and under-employment or unemployment.

A review of the monthly statistical reports for the months August, 1983, through July, 1984, show that vocational problems are a major problem area for Vietnam-Era Veterans. During this time period, there were 1955 total number of veteran visits at the Miami Vet Center. Of this number, there were 657 veteran requests for assistance with vocational matters. This indicates that approximately 34 percent of Vietnam-Era Veterans seen over a one year period at the Miami Vet Center have employment problems. This number does not include veterans with primary diagnosis of PTSD and who have not yet attempted to re-enter the job market. Also not counted are those veterans that are underemployed but not actively seeking job assistance. Therefore, the true percentage of Vietnam-Era Veterans with employment problems may be as high as 50 percent of the people we see.

The Miami Vet Center attempts to deal with unemployment problems in several ways. The veteran is provided individual and group counseling to explore the different psychological or behavioral difficulties that may be hindering vocational success. The Vet Center keeps a list of employment opportunities that come to us from different community agencies. These opportunities are placed on a bulletin board. In addition, each staff member keeps a list of potential employers and job contacts. These lists are shared with all staff members. The Vet Center also sends a repre-

sentative to different organizational meetings such as Private Industry Council (PIC) that deal with employment opportunities for veterans.

The Vet Center also provides space for a Disabled Veterans Outreach Program (DVOP) Specialist. At present the DVOP at the Miami Vet Center is assigned to our office three afternoons a week. His duties include:

(1) Development of job and job training opportunities; (2) Development of apprenticeship and on-the-job training activities; (3) Outreach activities; (4) Providing assistance to community based organizations; (5) Consultation and coordination of other appropriate representatives of federal, state or local programs, and (6) Helping veterans and employers become certified for the Emergency Veteran's Job Training Program and then to match veterans with an appropriate training program.

In summary, we believe employment counseling and job placement are essential to the mission of the Readjustment Counseling Program. Finally, the Emergeny Veteran's Job Training Act is viewed as an important tool in helping veterans and especially clients of the Miami Vet Center. It has been our experience that a productive vocational adjustment goes hand-in-hand with successful psychological adjustment. Therefore, the staff of the Miami Vet Center will continue to support like the Emergency Veteran's Job Training Act of 1983, to help us help our veterans.

Thank you for allowing me to appear before this committee.

EMERGENCY VETERANS' JOB TRAINING ACT OF 1983

TESTIMONY

PRESENTED BY

JEANETTE RANDALL

GOVERNMENT AFFAIRS REPRESENTATIVE

OF

AMERISERV, INC.

COMMITTEE ON VETERANS AFFAIRS

FEBRUARY 14, 1985

I am Jeanette Randall, Government Affairs Representative for Ameriserv, a government programs consulting firm based in Fort Lauderdale with a client roster of more than 1,500 corporations nationwide. I appreciate the opportunity to address you today on the Emergency Veterans Job Training Act (EVJTA) and to express Ameriserv's continued philosophical support of this most important piece of legislation, while hoping to define some of the shortcomings, as well as the positive aspects of this program.

I am testifying here today for four purposes: 1) to urge legislators to extend this program for three years; 2) to provide procedural changes to refine this program for more efficient operation; 3) to convey, second hand, the experiences Ameriserv has had with the Florida veteran population; 4) to summarize the employers' posture towards hiring veterans and working with EVJTA in general.

First, I want to urge you to extend this program for three years. The success or failure of EVJTA should not be judged at this time. It has had less than two years to prove itself. It will take at least that long for veterans and employers to gain confidence in the program and successfully implement it.

A profile of the eligible veterans are as follows: the Vietnam veterans are 38 years or older, married, and have families. They are living with the physical and mental pains of being a part of an unpopular war. They shy away from organized groups and until recently, have not spoken of this military affiliation. They have remained disillusioned with the government, its programs, and the Veterans Administration. Educational benefits are no longer available to them, although the need still persists.

The EVJTA can be the vehicle to bring back the support that would demonstrate to veterans that the government is willing to help the veteran overcome the emotional scars of this most unfortunate war. The program should not be a mire of paperwork

and delay, but an opportunity for a veteran to obtain a respectable career and a dignified standard of living. Until this happens any assistance will be looked upon with scepticism.

Next, I am making proposals for procedural changes. These recommended changes come about after months of attempting to find and place veterans in desirable training programs under EVJTA.

The first concern is the 15 to 20 week unemployment period required for eligibility. Ameriserv, in speaking with and interviewing hundreds of veterans, learned a number of important facts about this facet of the qualifications for eligibility. Long-termed unemployed veterans were often pyschologically unable to face an interview process after having been unemployed for an extended period of time. They lacked the confidence to believe that they had any recognizable job skills or were desirable job candidates. This fear often manifested itself in paranoia, alcohol or drug related problems and failure of the job candidate to show up for a scheduled interview. The long-term unemployed veterans had reached a financial state where transportation was no longer available to them, telephones were disconnected, and other critical problems had been established that hampered their ability to seek a job and to show up for an interview. The high level of desperation, resulting from the long-termed unemployment period, forced the veterans to apply and accept low paying, nonstimulating positions, only to find themselves voluntarily terminating, or being terminated, before completion of the training programs. Returning to an unemployment situation, the veterans were again frustrated and confused, having once again been disappointed by promises of employment and pie-in-the-sky assistance from the government.

Ameriserv believes that an established unemployment period, <u>if it must be a requirement for eligibility</u>, should be reduced to a 30 day period. This period would be significant enough to indicate hardship without having escalated into a full blown

situation of desperation for the veterans. The ramifications of this change would be: 1) more eligible veterans for employers to screen, 2) an increased positive posture by employers towards the program because of the added number of quality applicants, and 3) more sincere veterans who would have accepted the positions because of their career opportunities and not out of desperation to put food on the table for their families.

Second, Ameriserv strongly believes that the Veterans Administration should establish an employer profile with the specified number of annual hires required, a minimum respectable training wage requirement, a minimum length training program, and a commitment from the participating employer to advertise his positions with a request for veterans to apply.

As an experiment, Ameriserv ran two small classified ads in Florida newspapers specifically requesting veterans to reply who were seeking job opportunities. More than 100 veterans responded to the ads in less than a two-week period. Through the veteran network, Ameriserv continued to receive calls from employment seeking veterans for a period of almost six months. These veterans had a wide variety of educational backgrounds and work experience histories and were sincerely interested in participating in a program that had career potential.

We believe that the employer profile, with strict guidelines, would result in: 1) better opportunities for the veteran, 2) bonafide training and career opportunities, 3) more efficient use of the Veterans Administration's time in processing legitimate employer requests, instead of being burdened with nonacceptable employer requests, 4) quicker turnaround time on paperwork, and 5) swifter wage reimbursement to the employer, thus elevating employer enthusiasm for the program, while reducing the frustration level for both the employer and the Veterans Administration.

Ameriserv recommends that the employer profile be defined and published so that an employer can determine up front if he is an eligible candidate for participation in this program. We suggest that the initial interviewing of an employer candidate, by a veteran representative, would result in an acceptance or rejection of the employer candidate.

Third, there is little logic to the expiration of the certificate of eligibility. If a veteran has been qualified and certified, it is confusing as to what purpose has been served by allowing that cerification to expire. It would be to the benefit of all parties involved if the certificate was allowed to remain in place until the expiration of this program. The automatic expiration of the certificate of eligibility, places an unnecessary hardship on the veteran. It also requires duplication of paperwork in many instances and has increased the program expense. Veterans interviewing for jobs with expired certificates of eligibility, also confuse the employer. This confusion could be remedied by simply allowing the certificate of eligibility, once in place, to be valid until whatever date the program expires.

Fourth, Ameriserv believes strongly that the certificates of eligibility should be issued by the veteran's representatives at the Job Service office. If this was the case, an employer could send an employee, who he believes to be a potential candidate for EVJTA, to the Job Service office to obtain the certificate of eligibility. Also, the veteran on the street could walk into a Job Service office, obtain his certificate, and then proceed to seek employment. If all certificates were obtained in this manner, it would save excessive amounts of paperwork and lost time. Currently, obtaining a certificate of eligibility can take from four to six weeks. In addition, obtaining a certificate of eligibility should be permitted until 30 days before the closing of the program. These changes would reduce the strain on the Veterans Administration, which is already overburdened with the writing and approving of training programs.

Employers are extremely frustrated by the turnover rate of the staff at the Veterans Administration. Just when a system is established and a rapport is developed, a new person steps in. This break in continuity takes place frequently. Thus, valuable veteran and employer time is lost. After experiencing a number of delays, the frustrated employer certifies the veteran under the Targeted Jobs Tax Credit program or the Job Training Partnership Act, no longer wishing to participate in the EVJTA program. Job Service personnel become frustrated because they are not able to meet employer deadlines, and often direct the veteran to jobs without the employer receiving the benefits of the program. While other job training programs are available to the veteran, none offers the opportunities that are provided under EVJTA. This is totally a veterans program. While veterans are a single category under TJTC or JTPA, EVJTA is solely for veterans. The job opportunities for job training under EVJTA are far more significant than the slight chance a veteran may have of receiving a job when in competition with other targeted candidates under the other two programs. If employers are lucky enough to have recruited and hired certified veterans and are set up and ready to put them into approved training programs, they wait a minimum of 120 days to receive the reimbursement of the training wages. The rewards of participating in this program are far outweighed by the headaches. Therefore, employers quickly lose the incentive to remain involved with EVJTA.

Employers find themselves in another dilemma with the infexibility in the approval of training programs. A simple problem, such as employers who hire veterans and have them in training programs based on a 50-hour week, can cause a great deal of frustration. When the Veterans Administration refuses to work around the 50-hour week and instead remains strictly adhering to their 3 month/13-week job training program requirement, many quality training program opportunies are lost for failure to meet the basic requirement. This inflexability of the Veterans Administration once again makes employers reluctant to bother with the program.

Because of continuing administrative difficulties, Ameriserv backed away from promoting and working with EVJTA. Approximately 20 of our clients, who were at that time involved with the program, were converted over to JTPA and TJTC programs. Veterans continued to be placed under these programs, with Ameriserv sorely disappointed at not having been able to successfully continue working with EVJTA. Ameriserv, through no fault of its own, failed in this venture. But our true concern is that we have failed the veteran.

In summary, we suggest:

1. The extension of EVJTA for three years.

2. Eliminate the need to renew certificates of eligibility.

3. Allow the veteran's representatives at the Job Service offices to issue eligibility certificates.

4. Reduce the unemployment period requirement to 30 days.

5. Establish an employer profile and recognize those employers who have been successful in hiring veterans.

6. Be more flexible in the acceptance of quality job training programs.

7. Allow issuance of certificates of eligibility and approval of OJT programs until 30 days before the expiration of the program.

PREPARED STATEMENT OF ROBERT D. JOHNSTON, EXECUTIVE DIRECTOR

Good morning. I am Robert D. Johnston, Executive Director of the Broward Employment and Training Administration in Fort Lauderdale, Florida. I am also president of the Florida Employment and Training Association which represents all 24 of Florida's service delivery areas as well as individual members from the job service and other related organizations.

On behalf of all of us in job training throughout Florida, please accept my appreciation for the opportunity to address the committee concerning both the Emergency Veterans' Job Training Act of 1983 and veterans programs under title IV-C of the Job Training Partnership Act.

The primary thrust of my remarks will be the need for greater local flexibility. The advantages of local coordination and ways in which to improve services to veterans seeking employment and training assistance.

My remarks are shaped not only by BETA's experience but by information picked up from all Florida SDAS and our colleagues in the job service throughout the state through our professional training institute which provides statewide staff training and professional development programs under a contract with the state of Florida department of labor, headed by Secretary Wally Orr. It is important to understand that our State association and the aforementioned contract are rather unique in the nation and have allowed us to solve many problems, including those of local coordination among the various job training providers. We are aware that significant problems still exist in many areas throughout the nation.

The primary problem with the Emergency Veterans' Job Training Act is simply that it should not have been enacted in its present form. Either that, or veterans should not be a targeted group under the Job Training Partnership Act. The JTPA was designed as a comprehensive program embodying new, I might note very successful, concepts of public/private partnerships and local decision-making within an overall State context. Although it may have made perfectly good sense in Washington to also create the Emergency Veterans' Job Training Act with its linkages between the employment service (or job service) and the Veterans Administration, the implementation of the program at the local level has inevitably suffered due to delays, inter-agency competition and confusion on the part of businesses program operators and veterans seeking our help. Virtually all of these would have been nonexistent if the program were funded under JTPA. The competition and confusion would have been eliminated by funding all targeted veterans services through the Emergency Veterans' Job Training Act.

While saying this, let me assure you that we have been very successful at working out coordinated operations with our job service colleagues, but an enormous amount of work, time and energy had to be invested due to the legislative mandates of two separate structures—work that could have otherwise gone into direct services to veterans. To be specific; BETA has operated a special veterans employment and training program under title IV-C of JTPA since April of 1984 and we are slated to again be funded for this $25,000 program next year. We have had to work carefully to avoid duplication and wasted effort with the job service who operates the Emergency Veterans' Job Training Act, especially in recruiting, marketing to employers and client placement efforts. Attached is one of our newsletters describing the program. Local business owners and operators tend to view all of us as working for "the government" and it confuses both them and veterans seeking our help when two different organizations come to them offering on-the-job training or other incentives for employment for deserving veterans which require different contracting and invoicing, different eligibility requirements, different approval times and processes and the like for what they quite rightly see as the same population seeking the same jobs. If we had one law and one pot of money to serve veterans, I believe the program would have gotten off to a much faster start and that many more veterans would have been served to date with greater positive effects on their lives as well as the Public Treasury as they move from tax users to taxpayers. Incidentally, this situation is not unique to this discussion but it's somewhat more critical here than in other areas of overlapping job training legislation.

As noted earlier, Florida is fortunate. The enactment of State legislation combining JTPA operational and the job service in one operational division and a strong mandate from Secretary Orr to work together has done a great deal to solve coordination problems in Florida. Yet they remain and always will wherever there is separate legislation and legal entities with separate policies and procedures. My best advice at this point, since we must deal with existing law, is to create positive eco-

nomic and other incentives for the programs to work together. Mention of legislative intent or even mandates have rarely been successful in creating real, working coordination in Federal programs. However, where bonus or incentive funds are available for integrated ,operations or where other positive measures such as incentives for increased performance are made possible by legislative or regulatory change in both programs, much of the desired effect is achieved. It is evident, however, that the best solution will always be to have comprehensive services delivered under one legislated program allowing maximum local flexibility within a public/private partnership such as exists in the JTPA.

Although we do not operate emergency veterans' job training act programs we are aware from our common employer contacts of 3–4 week delays in eligibility certification of businesses and applicants by the necessary coordination between the job service and the veterans administration. We have found in 10 years of operating job training programs that even a few days delay closes out jobs (employers primarily seek immediate help rather than economic incentives), loses prospective clients (poor people, including veterans, don't have time to wait through weeks or even days of bureaucratic delays) and inevitably results in poor program results. Therefore, we also recommend that streamlined procedures, including the ability to immediately certify eligibility at the local job service level, be worked out within the emergency veterans' program structure. Lastly, the two programs should not continue to carry such differing eligibility requirements. This alone would alleviate much employer and veteran confusion.

These suggestions are not meant to be criticisms of the program. Every system ever designed by man can undergo improvement. The U.S. Employment Service and the Veterans Administration are to be congratulated for a great deal of difficult work in getting the Emergency Veterans' Job Training Act off the ground—as are many local JTPA and job service programs for their coordination in a difficult situation. I am certain that job training professionals throughout Florida would be glad to provide other specific suggestions should the committee wish to expand your search for information. In the meantime we shall continue to work though the excellent relationships we have developed to bring the best possible employment and training services to veterans. Thank you for your interest and your attention.

STATEMENT OF EDWIN H. SHUMAN, COMMANDER, DEPARTMENT OF FLORIDA, VETERANS OF FOREIGN WARS OF THE UNITED STATES

Mr. Chairman and members of the subcommittee, thank you for the privilege of presenting to this distinguished Subcommittee the views of the Department of Florida, Veterans of Foreign Wars of the United States, with respect to the "Emergency Veterans' Job Training Act of 1983." My name is Edwin H. Shuman and it is my distinct honor to be serving as the Florida State Commander of the Veterans of Foreign Wars. We currently have 65,000 members in our state and I am proud to report our Ladies Auxiliary, under the very able leadership of President Patricia Teach, boasts a membership of 25,000. On behalf of these 90,000 dedicated individuals, we welcome you and your Subcommittee to Florida.

Mr. Chairman, as you know, several years ago veteran unemployment was disproportionately high as compared to the non-veteran population. Recognizing this disparity, legislation entitled the "Emergency Veterans' Job Training Act of 1983" was introduced, advanced and enacted into Public Law 98–77. The unemployment picture for veterans has improved under P.L. 98–77; however, we believe there are still many unemployed veterans who can and must be identified and returned to the work force.

Mr. Chairman, Centaur Associates, Inc., a private firm contracted to conduct an analysis of the EVJTA, has concluded the average veteran participating in the program is a 38-year old male with slightly over 12 years of formal education who has been unemployed for approximately 11 months. He is enrolled in a small employer on-the-job program lasting 35-40 hours per week for almost nine months but is not necessarily learning any new technical skills. The occupational categories in which he is participating are machine, structural and professional, technical and managerial. Centaur Associates also reports that the median veteran's salary for participation in the "Emergency Veterans' Job Training Act" is only $6.33 an hour. When comparing this to non-veterans median salaries for occupational categories of machine—$283, structure—$381, and $463 per week for profesional, technical and managerial, it becomes readily apparent that a veteran working his 40-hour training week will make significantly less than his non-veteran counterpart.

One of our major concerns is the expiration of the "Emergency Veterans' Job Training Act" provision allowing veterans to pursue an associate degree program that is vocational in nature. This delimiting date extension terminated on December 31, 1984. Nationally, approximately 43,000 veterans applied for participation in this little publicized program with approximately 28,000 eligible veterans receiving approval to participate. Obviously, we were disappointed to learn that approximately $9.4 to $10 million of the appropriated $20 million was unused. We believe this provision should be reinstated and properly promoted.

The voting delegates to our most recent National Convention passed Resolution No. 693, a copy of which is appended to my statement, recommending what we believe would be several improvements to the program. In this resolution, we request the Congress to extend P.L. 98-77 to December 31, 1987, while eliminating the 15 of the last 20 weeks unemployment provision and the requirement that veterans be enrolled in training within 15 months after the original funding of the law. We also would encourage the Administrator of Veterans Affairs to delegate authority to the state Job Services and/or local Veterans' Employment and Training Service to recertify veterans under Public Law 98-77 and that initial certification be extended for a period of 90 days.

Mr. Chairman, we were pleased to note that Public Law 98-543, the "Veterans' Benefits Improvement Act of 1984," in part addressed some of our concerns by: (1) extending from 60 to 90 days the veteran's certificate of eligibility for the EVJTA; (2) extending the application date an additional three months to February 28, 1985; and (3) extending an additional six months, or through September 1, 1985, the date by which veterans must begin training in the program. Public Law 98-543 also extended the availability of appropriated funds for the program for one year or through September 30, 1987.

Mr. Chairman, the VFW has given this program priority attention. We have publicized it repeatedly through our national VFW Magazine, Washington Action Reporter, and Employment News. The national organization has encouraged all VFW Departments to be active in the development of a community based employment campaign and to avail themselves of all agencies—both in the public and private sector. Billy Ray Cameron, our current National Commander, has continued this level of support and has extended it by corresponding with each of this Nation's 50 governors stressing the significance of the program and soliciting input as to its level of success and prognosis in their respective states.

Mr. Chairman, I am pleased to say Governor Bob Graham of Florida has asked the veterans staff in the local Job Service offices to give the "Emergency Veterans' Job Training Act" the highest priority and has established a goal of placing 1,476 eligible veterans in employment. As of December 31, 1984, the state of Florida has obtained 36.86 percent of this goal. Inasmuch as the national average is 70.22 percent, Governor Graham surveyed 43 local/branch job service offices and offered the following reasons why Florida has been running slower than expected: (1) employers not ready to hire, business slow—52.4 percent; (2) employers expectations too high—12.2 percent; (3) veterans not interested, wage too low, no upward mobility—26 percent; and (4) employers want to terminate (bankrupt)—9.4 percent.

There are 1,413,000 veterans in the state of Florida; of which 384,000 are Vietnam era and 274,000 are of the Korean conflict. Assuming that veterans in Flordia are experiencing the same unemployment rate (6.2 percent) as the nonveteran population, we have potentially 41,000 unemployed Vietnam-era/Korean-confict veterans in this state who would be eligible for this vital program. We therefore wholeheartedly encourage an extension of the "Emergency Veterans' Job Training Act."

Mr. Chairman, again thank you for allowing me to testify before your distinguished Subcommittee. This concludes my statement.

RESOLUTION NO. 693.—EXTEND PUBLIC LAW 98-77 AND ELIMINATE 15 WEEKS STARTING DATE

Whereas, the Congress of the United States has from time to time enacted legislation to aid and assist veterans in obtaining training or employment; and

Whereas, Congress enacted Public Law 98-77 to provide job opportunities to unemployed Korean and Vietnam veterans; and

Whereas, the State Job Service and Veterans Employment and Training Service have implemented effictive programs at the state and local level to seek out veterans and employers, including those living in rural areas, that are interested in participating in Public Law 98-77; and

Whereas, many veterans are not eligible as they have not been unemployed for 15 of the last 20 weeks; now, therefore

Be it resolved, by the 85th National Convention of the Veterans of Foreign Wars of the United States, that we request the Congress of the United States to: (1) extend Public Law 98-77 to December 31, 1987; (2) eliminate the 15 of the last 20 weeks unemployment provisions; (3) eliminate the provision requiring veterans must apply for benefits before September 30, 1984, or within one year after the funding of Public Law 98-77; (4) eliminate the provision that requires veterans to be enrolled in training within 15 months after the original funding of Public Law 98-77; (5) the Administrator of the veterans Administration be encouraged to delegate authority to the State Job Services and/or the local Veterans Employment and Training Services to recertify participants under PL 98-77; and (6) that initial certification be extended for a period of 90 days.

Adopted by the 85th National Convention of the Veterans of Foreign Wars of the United States held in Chicago, Illinois, August 17-24, 1984.

DISABLED AMERICAN VETERANS,
V.A. HOSPITAL,
Miami, FL, February 12, 1985.

GENTLEMEN: I am John Archer, National Service Officer from the Disabled American Veterans, concerning the Emergency Veterans Job Training Act of 1983.

Since the inception of the EVJTA, it has been growing slowly, with many of the problems of a newly founded program. In addition to the original funding problems, the program is in reality only a little over a year old. It is to early to give this unique training situation any real marks as to failing or passing. In Dade County it appears it is starting to be motivated, and has had a positive response.

To help carry the original idea of the Training Act, we would request a reduction of the 15 week unemployed criteria to 5 weeks, as this would be more realistic. This would help considerably as there are very few who have the resourses to support themselves and their families.

Lastly, we would urge the continuation of this program inasmuch as it is a program getting on its feet and has great potential to help war era veterans.

I would like to introduce Mr. Andres Estivez, DVOP, VAMC, Miami FL.

Sincerely,

JOHN A. ARCHER,
National Service Officer,
Supervisor.

STATEMENT BY TERRENCE W. KADYSZEWSKI, STATE CHAIRMAN, STATE OF FLORIDA, VIETNAM VETERANS OF AMERICA

Mr. Chairman, members of the Committee, my name is Terrence W. Kadyszewski, State Chairman, State of Florida, Vietnam Veterans of America, and I am here to speak on behalf of Vietnam Veterans of America.

The Vietnam Veterans of America most strongly supports the extension of the Emergency Veterans Job Training Act and ultimately the creation of a long term veterans employment program through the extension of the Emergency Veterans Job Training Act (EVJTA), through December 31, 1989.

EVJTA is the first veterans employment program to be administered through a partnership between the Veterans Administration and the Department of Labor and its affiliated job service agencies. Unfortunately, the act has had a relatively short existence. Vietnam Veterans of America suggest that, now that the program is in place, and application exceeding the number of approved openings, the wisdom and value of the Act and it continuation becomes even more apparent and necessary.

It is our contention that far too may Vietnam Veterans have been unable to find stable careers and have ended up, as a result, on the margins of the labor market—last hired and first fired. The Vietnam Veteran does not need another short lived program which stops as soon as it gets cranked up. They do not need another program which does not allow time for development of the institutional experience to implement a veterans job successfully.

The Emergency Veterans Job Training Act has proved to be a viable program, and this in spite of the problems with initial funding and the compressed time frame in which it has had to operate.

The Vietnam Veterans of America recommends the extension of the Emergency Veterans Job Training Act until September 30, 1989, at a level of One Hundred Million Dollars for each of the fiscal years, 1985, 1986, 1987 and 1988. This, essentially new, Veterans Job Training Act, would incorporate the following changes:

A. To reflect the structural, rather than counter-cyclical nature of the program, the name of the program would become the Veterans Job Training Act.

B. The purpose of the Act would be to address the severe and continuing structural unemployment and underemployment problem among veterans, particularly Vietnam and disabled veterans.

C. The unemployment eligibility criterion would be changed from unemployment fifteen out of twenty weeks to unemployed for five weeks immediately preceding application.

D. A new eligibility criterion for underemployment would be added to the program. This criterion would make eligible those veterans who: (1) Experienced two periods of unemployment of six weeks duration or more (excluding layoffs from industries to which the veteran has been called back) during the year immediately preceding application; and (2) Have been determined to be underemployed, based upon VA or SESA counseling (this provision parallels that already used by the VA to determine if a service-connected disabled veteran has an employment handicap and is therefore eligible for vocational rehabilitation.)

E. VVA would eliminate the provision of the current program which provides for approval of programs which require less than six months training.

F. Language added to the Act to clarify that for tax purposes, payment to the employer constitutes a benefit payed on behalf of the veteran and subject to the provisions of 38 USC 3101(a).

G. Mandate the Secretary of Labor to assure that maximum use is made of resources available under the Job Training Partnership Act (JTPA), especially part C of Title IV, to provide services to non-job ready veterans applying for participation under VJTA.

H. Authorizes extension of the program through FY88, at a level of $100,000,000 for each fiscal year, with $2 million per year to be used for public information about the program.

The Vietnam Veterans of America contends that the time has arrived for the nation to get serious about achieving a final resolution to the chronic structural unemployment and underemployment problems of Vietnam Veterans. Short lived programs which are under funded, operating in compressed time frames, lacking coherence of purpose and vision do little to build the confidence of the private sector in participating with the government and veterans groups in providing effective long term veterans job training programs. The short lived under-funded, temporary band-aid approach to veteran unemployment is clearly unacceptable. The answer to the very real and present needs of veterans lies in an extension of the Emergency Jobs Training Act.

Among those most adversely affected in the job market are veterans with service in the Vietnam theatre of operations. A recent study of unemployed veterans sponsored by California's Employment Development Department and funded by the Department of Labor indicates that: (a) Vietnam theatre veterans surveyed were unemployed for an average of 50 weeks longer than those veterans with no service in Vietnam and 31 weeks longer than the average for all unemployed veterans; and (b) Vietnam theatre veterans surveyed had a median household income of 37 percent lower than Vietnam-era veterans with no service in Vietnam.

VVA is mindful that efforts to curb an increasing Federal Deficit will impact on programs for veterans as well as all other domestic programs. The purpose of continuation of EVJTZ, at an estimated $400 million over the next four years, however, should not be judged in the same context as cash transfer payments, as has too often characterized veterans jobs programs in the past. Vietnam of America believes that our proposal (a) provides a stimulus to private sector employers through training reimbursement and (b) constitutes a substantive investment not only in the veterans it is designed to serve, but also in their potential as taxpayers. This type of investment has paid off well in the past. The World War II GI Bill, for example, returned an estimated $60 billion in federal taxes against an investment of $21 billion in program costs.

There is talk in the administration of creating enterprise zones and funding projects in inner-cities and depressed areas. There is also the Caribbean Basin Initiative extolled by the present administration. There are various Federally sponsored initiatives throughout the country, indeed each region of the country which would undoubtedly be enhanced by extension of the Emergency Job Training Act if those programs could be brought to work in tandem with one another. Economic zones and the Caribbean Basin could benefit substantially from the drive and initiative and relative youth of Vietnam Veterans by helping to train them in programs which focus upon high technology, growth and demand occupations.

The fluctuations in unemployment among Vietnam veterans in the past decade have been costly to the federal government in terms of cash transfer payments and are directly attributable to the vulnerability of those veterans to economic recession. Many vets, making a living in secondary labor markets will continue to experience periods of unemployment until the underlying reason for that joblessness structural-underemployment is fully addressed. Nor is the problem of a nature whose solution may be postponed. Now approaching forty, the average Vietnam veteran has perhaps three to four years to develop and stabilize a career. The first year of EVJTA was a period of testing for the program. Vietnam Veterans of America is confident that with the technical changes as outlined above, and extension and restructuring of the act would provide a much needed and long delayed benefit to the veterans and thereby the Nation.

TESTIMONY OF HON. WILLIAM LEHMAN

Mr Chairman, I am pleased that the Subcommittee on Education, Training and Employment of the House Veterans' Affairs Committee has decided to once again hold hearings on the administration and effectiveness of laws enacted under the Emergency Veterans Job Training Act of 1983.

As I testified last September, in the 17th Congressional District of Florida, which I represent, many of my constituents who are veterans have expressed their concerns about the administration of this program.

Our North Miami Beach office continues to receive calls from veterans saying that there are not enough jobs for all of those who would like to participate in this job training program. They continue to express their frustration that they are unable to find employment.

As I stated in September, there is also some concern about wages. Our veterans feel that the businesses that are participating in this job training program are not paying sufficiently high salaries.

Another problem that I have mentioned before is that the application for certification of the veteran to participate in the program calls for a ten year work history. According to the Veterans Administration in St. Petersburg, Florida all that is required is the work history for the last twenty months.

Thank you for once again holding this hearing, and for giving me opportunity to share the concerns of my veteran constituents about the Emergency Veterans' Job Training Act with you.

STATEMENT OF DANIEL J. CLOUTIER, SR., NATIONAL SEEVICE OFFICER, AMERICAN VETERANS DEPARTMENT OF FLORIDA

On behalf of AMVETS in the State of Florida, may I say it is an honor and a privilege to appear before this distinguished committee. But most important, it is a pleasure to present AMVETS views on Education, Training and Employment.

This program which is the offspring of the Emergency Veterans Job Training Act of 1983, was aimed at finding jobs for unemployed Vietnam/Korean Era Veterans and disabled veteran.

This is probably the best jobs program to come along ever because it provides for the direct payment to an employer to hire an unemployed veteran.

The bill was designed to be quickly implemented and easily administered. It required the joint efforts and full cooperation of the Veterans Administration and the Department of Labor, each contributing its particular expertise and experience of providing assistance to the veteran.

Most Korean and Vietnam Veterans, as opposed to their civilian counterpart, experience what has come to be known as the "employment and education gap" due to the interruption of military service; P.L. 98-77 was originated to narrow such gap—this to be accomplished within a time frame? It took many years for the gap to develop; therefore, such gap can not be narrowed in a two year period.

Although the EVJTA was created with the purpose of eliminating such inequity, an emergency still exists! The program is not being implemented adequately and it is being placed to rest without a genuine effort to determine the whys of the alleged inefficiencies. This Act set forth criteria on to which the administrator and the State Department of Labor would provide outreach and public information programs to advise employers and veterans of the opportunities under this program.

At a time when many companies were considering hiring more workers because of an improving economy, the jobs program could be a considerable boost for local outfits.

It is estimated that Florida claims about 1.4 million of the country's veterans. It was estimated that a 5% share of the three hundred million dollars earmarked for the program could translate into about 15 million dollars for the State of Florida.

It is no secret that veterans historically have had a higher unemployment rate than the national average because of the "last-hired, first-fired" adage. Many get civilian jobs later than their fellow counterparts.

The U.S. Department of Labor projected that the State of Florida should achieve the goal of hiring an estimated 1,476 Korean/Vietnam Era Veterans within a two year period. To date, approximately 979 veterans have been employed, leaving yet, approximately 6,254 veterans having been certified; which indicates that about 5% of the veterans population in Florida have taken advantage of this program.

We at AMVETS point toward poor planning, bureaucratic ineptness, administrative incompetency, inefficiency and ineffectiveness as the fault for the EVJTA not working the way it was meant to.

It is charged that little planning has gone into implementing the program. The Veterans Administration has failed to distribute information on the program to employers, and there has been little cooperation between the Veterans Administration and Job Service(s) Officials of various state governments.

It is no secret that the Veterans Administration was criticized for the design veterans certificate of eligibility program. Noting that the critieria set forth under the act requires that the Administrator and the State Department of Labor provide outreach and public information programs earmarked toward alerting qualified prospective employers and eligible veterans of the opportunities that exist under the EVJTA.

It was also no secret that the Administration was informed prior to the program becoming law; these officials should have been preparing for its actual implementation. Attempts should of been made to identify employers long before they did. Surely, with the Veterans Administrations Sophisticated Management Information Systems and Computerizations, they could have or should have measured employer demands. The question, "how many employers have decided not to participate in the program because of the inability to obtain necessary forms," needs to be answered.

Recent information provided shows on a gross national level that 13% of the veterans hired under the program have been fired, (22% within the state of Florida); and the national level shows 22% have quit—32% in the state of Florida alone; it does, however, show that the successful rate nationwide was 12% amd 15% for the state of Florida.

We at AMVETS hoped that the Emergency Job Training Act of 1983 would have encouraged employers to hire and train veterans who served during the Korean and the Vietnam Era Wars, thus demonstrating a special commitment to those who served in the military.

In the state of Florida, both employers and veterans who have qualified for the funds under the EVJTA have benefited from the three hundred million dollars the program was funded with.

Nevertheless, AMVETS believe that veterans should be given every opportunity to find their way back into the job market, and that more veterans could be aided by the continued support of Public Law 98-77.

Inasmuch as this report may reflect a true concern we have, AMVETS hired one of the first under this program in Florida; he is now a full-time paid employee. We can say that with compassion, consideration and cooperation, this program does indeed work. Therefore we support its continuance and/or extension.

We at AMVETS contend that the 15 to 20 week unemployment status should be amended to a 4 week waiting period which will be more feasible whereas the employer is less hesitant to hire a veteran who has been unemployed for such a long period of time under the current program, leaving less thought as to the initiative of the veteran seeking employment during a long period or a span.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, DC, February 12, 1985.

Hon. MARVIN LEATH,
Chairman, Subcommittee on Education, Training and Employment,
Cannon House Office Building, Washington, DC.

DEAR MARVIN: Thank you for providing me with this opportunity to participate in the Education, Training and Employment Subcommittee's hearing on the Emergency Veterans Job Training Act of 1983.

For your consideration, I am submitting testimony from Mr. Clyde Cleveland, the Veterans Service Officer for Volusia County, Florida. This testimony specifically addresses the impact Public Law 98-77 has had on the Fourth Congressional District of Florida. As you will note, Mr. Cleveland has experienced limited success with this program. However, he offers several valid suggestions which may improve the application of this program in many areas of the Country.

Should you need further information, please do not hesitate to contact my office.

With warm personal regards.

Sincerely,

BILL CHAPPELL, *Congressman.*

DEPARTMENT OF COMMUNITY SERVICES,
DIVISION OF VETERANS SERVICES,
Daytona Beach, FL, January 31, 1985.

Congressman WILLIAM V. CHAPPELL, Jr.,
Rayburn House Office Building,
Washington, DC.

DEAR CONGRESSMAN CHAPPELL: The attached information is to provide you with updated information about the Emergency Job Training Act of 1983 (Public Law 98-77).

This information has been compiled with the assistance of the V.A. Regional Office, St. Petersburg, the State of Florida Employment Service, and Veterans Employment and Training Service, U.S. Department of Labor.

If the Veterans Service Office can be of any further assistance in this matter, please feel free to contact Mr. Clyde K. Cleveland, Veterans Service Office, Telephone (904) 258-7000, extension 4127/4128.

Respectfully,

CLYDE K. CLEVELAND,
Veterans Service Officer,
Volusia County.

Subject: Emergency Job Training Act of 1983 (Public Law 98-77)

1. Purpose: The purpose of this paper is to provide general information concerning the Emergency Job Training Act of 1983 and in general terms address the pros, cons, needed improvements, general feelings of veterans about the act and recommendations.

2. Statitistical Information:

Congressional District 4	Veteran population as of March 31, 1984	Participating veterans
Volusia County	42,530	34
St. Johns County	8,140	1
Flagler County	2,020	1
Clay County [1]	10,590	2
Duval County [1]	85,760	26
Putnam County [1]	7,930	4
Total	156,970	68

[1] Indicates only part of county in Congressional District 4.

Note.—Veterans population and participating veterans cannot be broken down into parts of Counties, therefore all veteran figures and participating are for entire County.

3. State of Florida Statistical Data as of January 28, 1985.

Employers approved to participate in program	1,045
Job slots available	3,570
Certificates of Fligibility for veterans approved	6,171
Cumulative job placements	962

State of Florida unemployment figures as they are adjusted seasonally.

Apr. 1983-8.6	Nov. 1983-7.8	June 1984-6.7
May 1983-9.1	Dec. 1983-7.5	July 1984-7.0
June 1983-8.8	Jan. 1984-7.0	Aug. 1984-6.3
July 1983-8.4	Feb. 1984-6.0	Sept. 1984-6.0
Aug. 1983-8.4	Mar. 1984-5.5	Oct. 1984-6.9
Sept. 1983-7.8	Apr. 1984-6.0	Nov. 1984-5.7
Oct. 1983-8.2	May 1984-6.4	

5. Facts Bearing on the Problem.

(a) Pros

1. Has helped a very small number of veterans.
2. Intent was good.
3. More skilled jobs than veterans to fill. (Asst. Managers, Mgt. Trainees, etc.)
4. Florida has a diminishing unemployment rate.

(b) Cons

1. Veteran has to be unemployed 15 to 20 weeks before he can participate in the program.
2. Quality of job offered are not helping program. Most jobs are minimum wage and it is not enough money to support a family of three or more.
3. Too much paperwork has to be accomplished and approved before the veteran can start working.
4. Spin-off Placements--Started with the program but was hired before completed.
5. Vocational Counseling for eligible veterans may be needed on a one to one basis to assist veteran.
6. No benefits with job after placement. (Insurance, medical, etc.)
7. Statement on bottom of employers certificate makes it hard to explain why he should hire a veteran.
8. Large industries do not want to participate in program because most of them already have their own programs for training their individuals and do not want the added paperwork and hassel.
9. Approval by Veterans Administration of employers.

(c) Needed improvements

1. Up wages so veterans can support a family.
2. Add benefits to program. (Insurance, Medical, etc.)
3. Eliminate statement concerning availability of funds on Certificate of Eligibility.
4. Needs more explanation to prospective employers.
5. Veterans should not have to wait 15 to 20 weeks before entering the program.
6. Discussion.

Economics is more than numbers, charts and predictions.

It's people (Veterans)!

Several varieties of job banks or computerized listings of job openings have been in existence for many years in our state employment service/job service nationwide network. Many states have experimented with such job banks with mixed success.

The addition of various programs such as the Emergency Veterans Job Training Act places and additional burden on the already overloaded state employment service without providing the necessary people or funds to run such a program properly.

Also, I do not believe the public or the employers in our local communities are made aware of the various programs for veterans through the use of radio and television announcements and who employers should contact to receive information on how the various programs work. Employers and the public need to be aware of and involved in programs to assist our veterans in locating jobs if we want this program or any other program to be successful.

6. Recommendations:

(a) Continue program with modifications listed below.

(b) Eliminate 15 to 20 weeks requirement before a veteran can apply.

(c) Shorten time of Veterans Administration getting the statement of eligibility back to veteran.

(d) Eliminate from Certificate of Eligibility the statement *"Funds for this program are limited. This certificate is not a guarantee that funds will be available for the training of this veteran."*

(e) Talk with employers about program and get information on how they would like program to operate.

(f) Committee be appointed to review the current staffing levels of personnel running program and, if needed make recommendations which will improve staffing and success of program.

(g) Extend program and place additional funds into Job Partnership Training Act Section 4C for assessment and monitoring veterans placed in program.

CONCLUSION

The yardstick used to accomplish any project or program is past performance, and if it has fallen short, why did it fail, and what can we do to bring it back to acceptable standards.

Reports that are not assisting the performance of the program should be eliminated or revised to support the program.

The standard of performance that should exist in any program should include enough information through reports on questions asked of experienced people, to perform the operation effectively, economically and efficiently.

I feel the program is a worthwhile program and should be continued and modified to accommodate the needs of the Veteran and the employer.

FLORIDA.—VETERAN POPULATION BY COUNTY—MARCH 31, 1984

County	Total veterans	War veterans									Other peacetime veterans
		Total	Vietnam era		Korean conflict		World War II	World War I	Post-Vietnam era	Service between Korean conflict and Vietnam era only	
			Total	No service in Korean conflict	Total	No service in World War II					
Total	1,406,000	1,174,000	383,000	320,630	273,000	185,000	648,000	21,000	82,000	121,000	29,000
Alachua	18,420	14,670	7,000	6,380	3,070	2,140	6,050	100	1,890	1,650	200
Baker	1,830	1,480	720	640	330	260	570	10	110	160	80
Bay	14,580	12,110	5,910	3,750	4,290	2,770	5,470	120	1,230	1,040	200
Bradford	3,270	2,750	1,210	1,080	640	440	1,210	20	80	330	110
Brevard	50,700	42,670	15,220	10,340	14,770	8,520	23,460	360	2,970	4,380	680
Broward	150,850	127,250	33,810	31,510	23,910	19,050	73,890	2,800	6,740	13,660	3,200
Calhoun	930	740	210	170	230	170	400	10	100	80	10
Charlotte	10,800	9,660	1,850	1,430	1,890	970	7,040	230	290	590	270
Citrus	10,050	8,570	1,580	1,290	1,710	1,130	6,000	160	440	700	340
Clay	10,580	8,690	4,670	3,340	3,080	1,820	3,470	70	610	1,220	70
Collier	12,810	11,230	2,470	2,160	2,200	1,450	7,420	210	330	1,060	180
Columbia	4,990	4,180	1,640	1,360	1,050	760	2,020	40	270	500	30
Dade	163,990	131,310	43,070	38,500	27,140	20,730	68,420	2,460	11,210	15,570	6,110
De Soto	2,530	2,050	640	530	430	300	1,170	50	250	160	80
Dixie	1,290	1,100	340	300	260	210	580	20	70	130	10
Duval	85,760	68,420	29,400	24,940	18,240	11,790	32,120	580	7,440	7,520	1,370
Escambia	35,780	29,530	13,850	10,630	9,180	5,360	13,360	180	3,070	2,710	480
Flagler	2,020	1,810	500	410	330	180	1,220	10	40	140	20
Franklin	990	880	260	180	310	170	510	20	30	60	30
Gadsden	3,970	3,240	1,100	1,070	510	510	1,640	20	410	320	100
Gilchrist	840	670	210	180	130	80	390	20	40	110	20
Glades	930	830	210	160	220	140	520	20	10	60	30
Gulf	1,210	1,010	320	260	310	220	510	20	50	130	30
Hamilton	880	620	200	190	110	90	330	10	120	140	10
Hardee	2,140	1,800	460	400	380	270	1,100	30	110	200	30
Hendry	2,080	1,710	580	550	360	290	850	10	100	210	60
Hernando	7,740	6,750	1,420	1,150	1,180	700	4,800	100	280	510	200
Highlands	7,110	6,050	1,420	1,180	1,140	760	3,910	290	410	520	130
Hillsborough	93,700	76,990	31,540	25,930	20,350	14,400	35,900	770	5,810	9,230	1,620
Holmes	1,810	1,550	560	420	460	310	810	10	110	140	10
Indian River	9,290	8,000	1,960	1,670	1,490	950	5,220	170	490	670	130
Jackson	4,830	3,700	1,230	1,070	890	700	1,890	40	560	470	110
Jefferson	1,100	910	260	240	150	120	540	10	100	50	30
Lafayette	430	400	160	150	100	90	160	*	20	20	*
Lake	15,990	13,690	3,580	2,820	3,220	1,990	8,450	430	810	1,110	380

FLORIDA.—VETERAN POPULATION BY COUNTY—MARCH 31, 1984—Continued

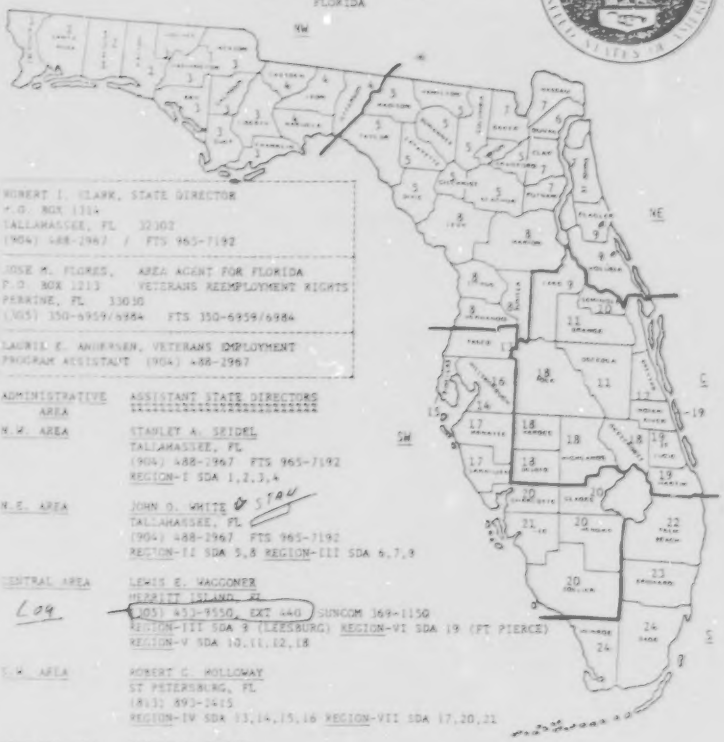
County	Total veterans	War veterans									Nonveterans
		Total	Vietnam era		Korean conflict		World War II	World War I	Post-Vietnam era	Service between Korean conflict and Vietnam era only	Other peacetime veterans	
			Total	No service in Korean conflict	Total	No service in World War II						
Lee	32,910	28,580	6,830	5,810	5,740	3,670	18,500	600	1,240	2,530	550	4,330
Leon	18,920	15,200	6,930	6,430	3,510	2,690	6,000	80	1,520	1,970	240	3,720
Levy	2,890	2,430	680	570	560	370	1,480	10	110	260	80	460
Liberty	600	450	120	100	150	110	250	0	80	50	20	150
Madison	1,520	1,170	400	350	290	240	550	30	160	150	40	350
Manatee	22,630	19,470	4,920	4,230	3,780	2,600	12,060	590	1,070	1,660	420	3,160
Marion	19,030	15,850	4,440	3,830	3,170	1,950	9,900	160	970	1,760	440	3,180
Martin	10,560	9,070	2,060	1,760	1,700	1,070	5,990	250	380	890	220	1,490
Monroe	12,190	10,250	3,230	2,610	2,560	1,570	5,960	110	1,000	810	130	1,940
Nassau	4,880	3,890	1,590	1,480	850	660	1,740	20	200	620	180	990
Okaloosa	17,470	14,350	8,590	4,340	6,790	3,910	6,060	50	1,760	1,240	110	3,120
Okeechobee	2,740	2,260	700	620	520	450	1,160	30	170	260	50	480
Orange	71,440	58,900	24,540	18,710	17,980	11,190	28,350	660	4,910	6,560	1,070	12,540
Osceola	7,360	6,120	2,290	1,850	1,520	1,100	3,010	150	310	770	160	1,240
Palm Beach	86,130	73,260	18,700	17,130	13,600	10,010	44,430	1,690	3,950	7,140	1,780	12,870
Pasco	32,680	28,770	5,580	4,670	4,790	3,030	20,490	580	1,080	1,930	900	3,910
Pinellas	121,400	104,590	27,360	22,920	21,940	13,960	64,050	3,650	5,340	8,890	2,580	16,810
Polk	44,250	36,670	12,130	10,870	8,310	6,170	19,070	560	2,480	4,540	560	7,580
Putnam	8,030	6,540	1,770	1,450	1,480	950	4,060	80	640	690	160	1,490
St. Johns	8,220	6,790	1,900	1,540	1,660	1,160	4,020	70	460	770	200	1,430
St. Lucie	13,120	11,400	3,300	2,980	2,140	1,470	6,750	190	620	940	170	1,720
Santa Rosa	8,520	6,990	3,340	2,580	2,340	1,510	2,860	30	670	760	100	1,530
Sarasota	32,370	28,440	6,020	5,080	5,240	3,510	18,830	1,020	1,050	2,370	510	3,930
Seminole	29,940	24,670	10,660	8,080	7,570	4,830	11,580	180	1,510	3,350	410	5,270
Sumter	3,680	2,990	840	680	680	440	1,830	50	250	340	110	690
Suwannee	2,760	2,180	810	710	450	320	1,130	30	160	330	80	580
Taylor	2,170	1,760	600	540	350	290	900	30	180	200	30	410
Union	1,990	1,620	930	930	460	360	420	0	200	160	10	370
Volusia	42,530	35,940	9,680	8,320	7,320	4,810	21,910	900	2,440	3,320	830	6,590
Wakulla	1,610	1,310	550	480	320	200	620	0	80	190	30	300
Walton	3,440	2,970	1,100	730	960	660	1,540	30	180	240	60	470
Washington	1,860	1,540	540	430	490	290	800	30	130	140	50	320

[1] Less than 5.
[2] Less than 500.
Note.—Detail may not add to total shown due to rounding. "Other Peacetime Veterans" is comprised of those who served only between World War I and World War II, and those who served only between World War II and the Korean conflict.

1/1/85

OFFICE OF THE ASSISTANT SECRETARY FOR
VETERANS EMPLOYMENT AND TRAINING
VETERANS EMPLOYMENT AND TRAINING SERVICE
U.S. DEPARTMENT OF LABOR

FLORIDA



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SDA # (1)
22,23,24

LOCAL OFFICES (1)

WEST PALM BEACH	6592
DELRAY BEACH	6596
*NAPLES CLERK	6591
POMPANO BEACH	6511
FORT LAUDERDALE	6512
HOLLYWOOD	6513
NORTH MIAMI BEACH	6581
HIALEAH	6572
MIAMI DOWNTOWN	6576
PERRINE	6584
HOMESTEAD	6585
KEY WEST	6586
MIAMI SPEC PROJ	6574

BRANCH OFFICES (3)

TANTAMA	6635
VERO BEACH	6571
HARBISON	6588
NORTHSIDE MIAMI	6572
HOMEST	6574

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ST. PETERSBURG, FL 33731
(813) 893-2415

SDA # (2)
13,14,15,16,17,20,21

LOCAL OFFICES (10)

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TAMPA NORTH	6361
TAMPA DOWNTOWN	6381
ST PETERSBURG	6371
*BRANDON	6363
BRADENTON	6531
SARASOTA	6533
FORT MYERS	6551
*NAPLES	6542
PORT RICHEY	6352

BRANCH OFFICES (6)

DADE CITY	6353
*IMMOKALEE	6541
*PLANT CITY	6364
PINELLAS PARK	6373
RUSKIN BEACH	6365
APOLLO BEACH	6365
VENICE	6534

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SDA # (4)
1,2,3,4

LOCAL OFFICES (6)

PENSACOLA	6231
FORT WALTON	6242
PANAMA CITY	6251
MARIANNA	6253
TALLAHASSEE	6262
MILTON	6243

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SDA # (5)
9,10,11,12,18,19

LOCAL OFFICES (9)

COCOA	6442
MELBOURNE	6444
*FORT PIERCE	6482
*SEBRING	6458
*WINTER HAVEN	6455
LAKELAND	6452
*LEESBURG	6335
ORLANDO	6423
SANFORD	6412

BRANCH OFFICES (1)

APOPKA	6423
*ARCADIA	6459
FERN PARK	6412
KISSIMMEE	6424
LAKE WALES	6436
PINECASTLE	6425
PINE HILLS	6426
STUART	6486
TITUSVILLE	6441
*VERO BEACH	6481
WINTER PARK	6428
WASHINGTON SHORES	6427
*MICHOLA	6461

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SDA # (3)
5,6,7,8,9

LOCAL OFFICES (8)

JACKSONVILLE	6312
FERNANDINA BEACH	6325
PALATKA	6322
LAKE CITY	6285
DAYTONA BEACH	6332
PERRY	6282
OCALA	6292
GAINESVILLE	6287

BRANCH OFFICES (14)

CROSS CITY	6281
DELAND	6331
MADISON	6282
NEW SMYRNA BEACH	6334
ORANGE PARK	6324
ST AUGUSTINE	6323
SPRING GLEN	6313
STARKE	6286
TRENTON	6283
BROOKSVILLE	6291
BRONSON	6292
BUSHNELL	6292
CRYSTAL RIVER	6292
INVERNESS	6292

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* SIGNIFICANT MSFW ACTIVITY

ASDVETS-ASSISTANT DIRECTOR VETERANS EMPLOYMENT & TRAINING SERVICE

06

STATE DIRECTOR, ROBERT E. CLARK
TALLAHASSEE, FLORIDA
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FLORIDA
ASSISTANT STATE DIRECTORS
ASSIGNMENTS
FY 1985-1986

U.S. DEPARTMENT OF LABOR
VETERANS EMPLOYMENT AND TRAINING SERVICE
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TALLAHASSEE, FLORIDA 32301

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SDA # (1)
22,23,24

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(813) 893-2415

SDA # (7)
13,14,15,16,17,20,21

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SDA # (4)
1,2,3,4

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SDA # (5)
10,11,12,18,19

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SDA # (6)
5,6,7,8,9

COUNTIES (4)	SDA #
BROWARD	23
DADE	24
MONROE	24
PALM BEACH	22

COUNTIES (10)	SDA #
CHARLOTTE	20
COLLIER	20
GLADES	20
HENDRY	20
HILLSBOROUGH	14
LEE	21
MANATEE	17
PASCO	13
PINELLAS	15
SARASOTA	17

COUNTIES (16)	SDA #
BAY	1
CALHOUN	3
ESCAMBIA	1
FRANKLIN	3
GADSDEN	4
GULF	3
HOLMES	3
JACKSON	3
JEFFERSON	4
LEON	4
LIBERTY	3
OKALOOSA	2
SANTA ROSA	2
WAKULLA	4
WALTON	2
WASHINGTON	3

COUNTIES (13)	SDA #
BREVARD	12
DESOTO	18
HARDEE	18
HIGHLAND	18
INDIAN RIVER	19
LAKE	9
MARTIN	19
OKEECHOBEE	18
ORANGE	11
OSCEOLA	11
POLK	18
ST. LUCIE	19
SEMINOLE	10

COUNTIES (24)	SDA #
ALACHUA	5
BAKER	7
BRADFORD	5
CITRUS	8
CLAY	7
COLUMBIA	5
DIXIE	5
DUVAL	6
FLAGLER	9
GILCHRIST	5
HAMILTON	5
HERNANDO	8
LEVY	8
LAFAYETTE	5
MADISON	5
MARION	8
NASSAU	7
PUTNAM	7
ST. JOHNS	7
SUMTER	8
SUWANNEE	5
TAYLOR	5
UNION	5
VOLUSIA	9

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ASDVETS (ASSISTANT STATE DIRECTOR VETERANS EMPLOYMENT AND TRAINING SERVICE)

* SIGNIFICANT MSFW ACTIVITY

SDA (SERVICE DELIVERY AREA)

INFORMATION FOR EMPLOYERS

Under this program, the VA can reimburse an employer for half of a trainee's wages during the training period. Reimbursement will be based on the entry wage rate without regard to overtime, premium pay or fringe benefits and is limited to the number of months shown on the front. The maximum reimbursement possible is $10,000.

Payment will not be made to an employer on behalf of any veteran whose program of job training begins after December 31, 1984.

If the VA has already approved your job training program under this law, complete and return the Notice of Intent To Employ, VA Form 22-8930, to VA Regional Office (243), P.O. Box 540008, Houston, TX 77254. You received the Notice of Intent form at the time you were advised that your program was approved. If funds are not available, the Houston Regional Office will notify you within fourteen (14) days.

If your program has not yet been approved, contract your nearest State Employment Service (or Job Service) office or VA regional office for an application and assistance. You will find the toll-free telephone number for your nearest VA regional office in the telephone directory. The number for your nearest State Employment Service (or Job Service) office is listed in the telephone directory under the state government section.

PUBLIC LAW 98-77 (H.R. 2355, S. 1033)—EMERGENCY VETERANS' JOB TRAINING ACT OF 1983

On August 15, 1983, President Reagan signed into law H.R. 2355, addressing a number of severe unemployment problems faced by veterans, particularly Vietnam-era and Korean conflict veterans and those with service-connected disabilities. The Congress, when reporting this measure, cited as primary factors of veterans' unemployment (1) the poor condition of the economy; (2) the high rate of overall unemployment; and (3) the need to retrain many workers. The Congress acknowledged that the nation owes a special debt to veterans who may have less seniority in a working position due to their military service.

Under the Act, the VA Administrator is authorized to carry out a program, in conjunction with the Secretary of Labor, promoting job training and employment of unemployed Vietnam-era, Korean conflict, and disabled veterans. Employees are provided incentives to hire veterans, whereby training costs are partially defrayed by the U.S. Government. The Act authorizes both on-the-job and vocational training, with a number of qualifying criteria.

PROGRAM ELIGIBILITY

Eligibility requirements for the various programs of employment training specify that the veteran must have been unemployed for at least fifteen of the twenty weeks prior to application, and must want and be available for work. The Act further defines an eligible veteran as a Vietnam-era or Korean conflict veteran with 180 days of service or with service-connected disabilities.

A veteran wishing to enter a training program must submit an application, in proper form, to the Administrator and certify that he/she is unemployed and meets the other eligibility requirements, relating to his/her period of service.

The Administrator is required to approve a veteran's application unless it is determined that the veteran is not eligible for participation. A certificate of eligibility is issued to the veteran who must present it to the employer offering the job training program. The certificate expires after sixty days from issuance; however, the veteran may renew it. Further, the Administrator may withhold approval of an application to limit the number of those participating because of limited funds availability.

The maximum period of training granted a veteran is fifteen months in cases of service-connected veterans rated 30% or more disabled and of those rated 10% or 20% disabled who have a serious employment handicap as determined under 38 U.S.C. § 1506. All other eligible veterans may receive nine months of assistance.

QUALIFYING PROGRAMS

The Administrator must approve an employer's training program before assistance is paid. Certain types of employment training are not allowed: (1) political or religious training; (2) training outside a State; (3) jobs having commissions as remuneration; (4) jobs with the Federal Government; and (5) intermittent, temporary, or seasonal jobs.

In order to qualify, an employer's training program must be at least six months in duration, with the expectation that the employer will hire the veteran into the regular work force after the training period ends. A three-month program may be approved if it still meets the essential purposes of this Act. Further, training must be in an occupation of a growth industry, requiring new technological skills, or where demand for labor exceeds supply.

To obtain approval, the employer is required to submit an application to the Administrator which certifies that (1) there is a reasonable certainty that the veteran's training program will lead to a permanent position; (2) the wages and benefits paid to participate in the program are similar to those normally paid to comparable employees; (3) employment of a veteran will not result in the displacement of current workers; (4) a veteran already qualified for the position will not be hired for training; (5) the job is one that involves significant training; (6) the content of the program is adequate to accomplish the training objective; (7) the veteran will be employed full-time; (8) the training program is the customary length for that type of training; and (9) there is equipment, space, and instructional material and personnel to accomplish the training objective. Further, the employer is required to keep adequate records of each veteran's progress in the training program. Apprenticeship training may also be accepted for inclusion in the training program. However, the Administrator may withhold approval of any employer's program pending the outcome of an investigation authority by this Act.

An employer may enter into an agreement with an educational institution, approved for enrollment of veterans under the G.I. Bill, where the school provides a program of job training. The employer must advise the VA of the agreement and of the training provided.

PROVISIONS FOR PAYMENT

The Administrator is to make payments to employers using veterans in an approved training program. The payments are intended to partially defray the costs of the veteran's training and the costs of making architectural changes, where a disabled veteran is involved, to the structural work site. Payments to an employer may not exceed 50% of the veteran's starting wages for a given training period. The amount is determined without regard to any pay raises given to the veteran over and above the starting wage and without regard to overtime or premium pay. The total amount is limited to $10,000.

Payments are usually made quarterly; however, in the case of few employees participating in a program, the Administrator may make payments monthly to relieve financial burdens on such business enterprise. Both the veteran and employer must provide the VA certification of the veteran's actual employment and training progress.

Overpayment to an employer as a result of negligent or fraudulent certification by either the employer or the veteran is recoverable by the Government and credited to funds available to make payments under this Act, or deposited into the Treasury. An overpayment, however, may be waived in accordance with 38 U.S.C. § 3102.

Assistance may not be paid to an employer on behalf of a veteran participating in a job training program in which the veteran receives VA benefits under 38 U.S.C. chs. 31, 32, 34, 35, or 36; or in which the employer receives benefits for the same veteran under the Job Training Partnership Act or the Targeted Jobs Tax Credit Act.

DISCONTINUANCE OF APPROVAL

If the Administrator finds that a previously approved training program no longer meets the requirements set forth under the Act, the program may be disapproved immediately, and the employer and veteran notified of such disapproval. Each is allowed an opportunity for a hearing.

Records and accounts of participating employers are open to inspection by the Federal Government. Further, the Administrator may conduct and investigation by questioning employees, examining records, or entering into premises necessary to determine compliance with the Act's requirements. These investigations may also be in collaboration with activities of the Department of Labor (DOL).

OUTREACH AND COUNSELING PROVISIONS

The VA and DOL will maintain close interagency contacts regarding veterans' job training opportunities and will coordinate efforts to counsel and aid eligible veter-

ans in choosing a suitable program of job training. Both agencies are required to assist veterans and employers wishing to participate in these new programs in making applications and completing necessary certifications.

The Act requires the VA Administrator, in cooperation with DOL, to provide outreach and public information programs directed at eligible veterans and employers, and to establish procedures for informing employers of the advantages of employing veterans. Personnel at VA and DOL regional offices are developing and monitoring these outreach programs.

The Secretary of Labor is responsible for administering the Job Training Partnership Act (29 U.S.C. § 1501), making special efforts to advise eligible veterans of the training opprotunities under this Act, and informing employers of applicable responsibilities under 38 U.S.C. chs. 41 and 42.

APPROPRIATIONS

The Act authorizes up to $150,000,000 in each of FY '84 and FY '85 to fund these new programs. The VA will soon request these appropriations. In the event that funding is delayed, the commencement of the program will be delayed for the same time period. Payments for these programs are scheduled to begin October 1, 1983, if funds are provided, and to terminate by September 30, 1986. Since this Act is only temporary in nature, its provisions do not specifically amend title 38 of the U.S. Code.

TARGETED DELIMITING DATE

The Act also expands the targeted delimiting date extension program currently authorized under 38 U.S.C. § 1662(a)(3). This expansion permits veterans who are unemployed, underemployed, or educationally disadvantaged to receive payments for the pursuit of associate degree programs in vocational fields. Payments are to be made directly to veterans at the institutional rate based upon the rate of pursuit. Funding for this program of up to $25,000,000 for each of FY '84 and FY '85 will be derived from the total appropriations granted under this Act.

LEGISLATIVE HISTORY

March 24, 1983: H.R. 2355 introduced in the House by Rep. Leath (D-TX)

April 12: S. 1033 introduced in the Senate by Sen. Simpson (R-WY).

April 13: Hearing on H.R. 2355 held by the HVAC Education, Training, and Employment Subcommittee.

May 16: H.R. 2355 reported by the House Veterans Affairs Committee, H. Rept. No. 98-116.

May 19: S. 1033 reported by the Senate Veterans Affairs Committee, S. Rept. No. 98-132.

June 7: H.R. 2355 passed the House with amendments on Roll Call Vote No. 1171—407 yeas and 10 nays.

June 15: H.R. 2355 passed the Senate with text of S. 1033 on voice vote.

August 2: House agreed to Senate amendments, with amendments.

August 3: Senate agreed to House amendments.

August 5: Presented to the President.

August 15: Signed by the President, Pub. L. No. 98-77.

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